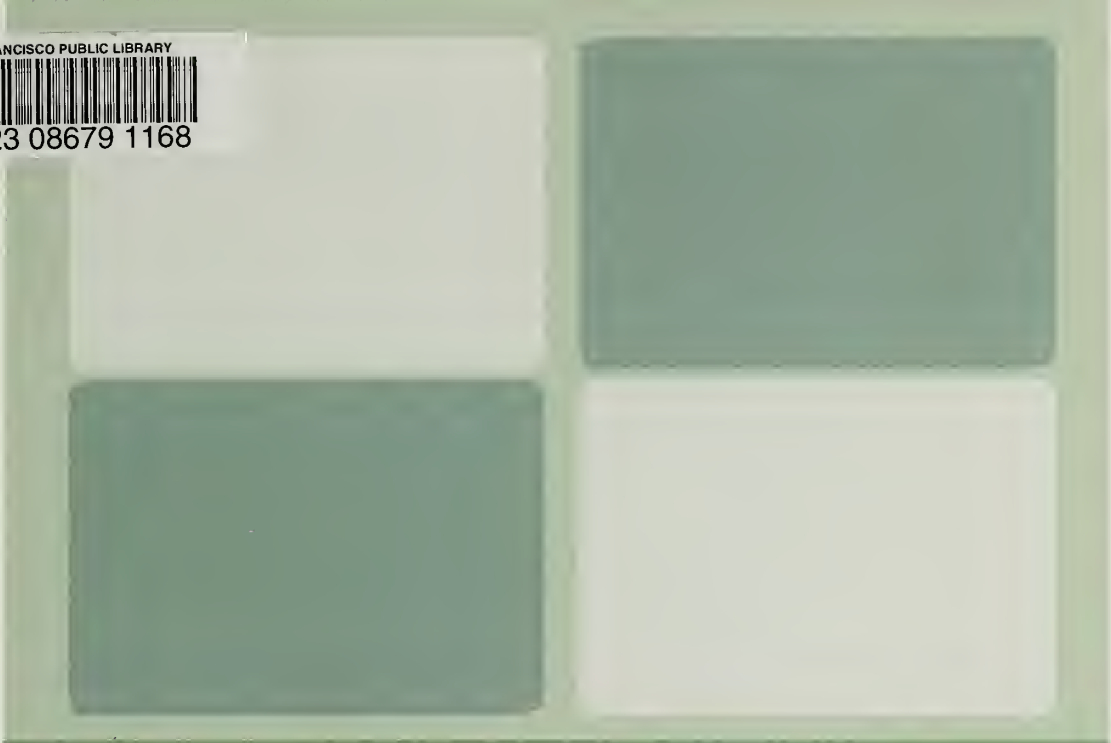
SAN FRANCISCO PUBLIC LIBRARY
3 1223 08679 1168



DRAFT ENVIRONMENTAL IMPACT REPORT

260 FIFTH STREET PROJECT

San Francisco Planning Department

City and County of San Francisco

Case No. 2007.0690E

July 29, 2009

GOVERNMENT
DOCUMENTS DEPT

JUL 30 2009

SAN FRANCISCO
PUBLIC LIBRARY

State Clearinghouse No. 2008062036

Draft EIR Publication Date: July 29, 2009

Draft EIR Public Hearing Date: September 10, 2009

ft EIR Public Comment Period: July 29, 2009 - September 15, 2009

D
REF
711.4097
T93044

Written comments should be sent to:

Environmental Review Officer • San Francisco Planning Department
1650 Mission Street, Suite 400, San Francisco, CA 94103

5/S

San Francisco Public Library

Government Information Center
San Francisco Public Library
100 Larkin Street, 5th Floor
San Francisco, CA 94102

REFERENCE BOOK

Not to be taken from the Library

SAN FRANCISCO
PLANNING DEPARTMENT

1650 Mission St
Suite 400
San Francisco,
CA 94103-2479

Reception:
415.558.6378

Fax:
415.558.6409

Planning
Information:
415.558.6377

DATE: July 29, 2009
TO: Distribution List for the 260 Fifth Street Project
FROM: Bill Wycko, Environmental Review Officer
SUBJECT: 260 Fifth Street Project Environmental Impact Report
(Case No. 2007.0690E)

This is the Draft of the Environmental Impact Report (DEIR) for the 260 Fifth Street Project. A public hearing will be held on the adequacy and accuracy of this document. After the public hearing, we will prepare and publish a document titled "Comments and Responses" that will contain all relevant comments on this DEIR and our responses to those comments. It may also specify changes to this DEIR. Those who testify at the hearing on the DEIR will automatically receive a copy of the Comments and Responses document, along with notice of the date reserved for certification; others may receive such copies and notice on request or by visiting our office. This DEIR together with the Comments and Responses document will be considered by the City Planning Commission in an advertised public meeting and certified as a Final EIR (FEIR) if deemed adequate. The DEIR is available for review at http://www.sfgov.org/site/planning_index.asp?id=80504, by selecting the appropriate link to case number 2007.0690E.

After certification, we will modify the DEIR as specified by the Comments and Responses document and print both documents in a single publication called the FEIR. The FEIR will add no new information to the combination of the two documents except to reproduce the certification resolution. It will simply provide the information in one, rather than two, documents. Therefore, if you receive a copy of the Comments and Responses document in addition to this copy of the DEIR, you will technically have a copy of the FEIR.

We are aware that many people who receive the DEIR and Comments and Responses document have no interest in receiving virtually the same information after the EIR has been certified. To avoid expending money and paper needlessly, we would like to send copies of the FEIR to private individuals only if they request them. If you would like a copy of the FEIR, therefore, please fill out and mail the postcard provided inside the back cover to the San Francisco Planning Department within two weeks after certification of the EIR. Any private party not requesting an FEIR by that time will not be mailed a copy. Public agencies on the distribution list will automatically receive a copy of the FEIR.

Thank you for your interest in this project.

3 1223 08679 1168

TABLE OF CONTENTS

SECTION **Page**

Summary 1
- Project Synopsis 1
- Summary of Impacts and Mitigation Measures 3
- Summary of Project Alternatives 8
- Areas of Controversy and Issues to be Resolved 14

I. Introduction 15
- Environmental Review Process 15
- Project Description and Other Changes since Publication of the Initial Study 17

II. Project Description 21
- A. Project Objectives 21
- B. Project Location 21
- C. Project Characteristics 24
- D. Intended Uses of the EIR 38

III. Environmental Setting and Impacts 41
- A. Plans, Policies, and Land Use 41
- B. Transportation 53
- C. Cultural and Paleontological Resources 81

IV. Other CEQA Issues 105
- A. Growth Inducement 105
- B. Significant Unavoidable Effects 106
- C. Areas of Known Controversy and Issues to be Resolved 108

V. Alternatives to the Proposed Project 109
- Alternatives Considered but Rejected 113
- A. Alternative A: No Project 114
- B. Alternative B: Adaptive Reuse/Preservation New Development on Lot 150 115
- C. Alternative C: Adaptive Reuse/Partial Preservation Addition to 260 Fifth Street 120
- D. Alternative D: Adaptive Reuse/Partial Preservation With PDR Space 125
- E. Environmentally Superior Alternative 130

VI. EIR Authors, Consultants, and Project Sponsor Team 131

APPENDIX A: NOTICE OF PREPARATION AND INITIAL STUDY

Page

Tables

Table S-1 Summary of Significant Impacts and Mitigation Measures 4
Table S-2 Comparison of Impacts of Alternatives to Significant Impacts of Proposed Project 10
Table II-1 Project Characteristics 25
Table B-1 Intersection Level of Service: Existing Weekday PM Peak Hour 57
Table B-2 Nearby Weekday MUNI Service 58
Table B-3 Existing Off-Street Parking Supply and Occupancy 62
Table B-4 Proposed Project Person–Trip Generation 65
Table B-5 Proposed Project Trip Generation by Mode – Weekday PM Peak Hour 66
Table B-6 Trip Distribution Patterns[a] 67
Table B-7 Intersection Level of Service: Existing Plus Project Weekday PM Peak Hour 68
Table B-8 Parking Demand and Supply 71
Table B-9 Intersection Level of Service: Existing, Existing Plus Projects, and Future Cumulative 75
Table B-10 Project Contribution to Vehicle Traffic Growth 75
Table V-1 Comparison of Impacts of Alternatives to Significant Impacts of Proposed Project 110

Figures

Figure 1 Project Location 22
Figure 2 Existing Site Plan 23
Figure 3 Proposed Site Plan 27
Figure 4 Proposed Basement Level Floor Plan 28
Figure 5 Proposed Ground Level Plan 29
Figure 6 Second Floor Plan 30
Figure 7 Proposed Site Plan - Floors 3 through 9 31
Figure 8 Proposed Roof Plan 32
Figure 9 Tehama Street (North) Elevation 33
Figure 10 Clementina Street (South) Elevation 34
Figure 11 Fifth Street (East) Elevation 35
Figure 12 Midblock between Fifth & Sixth Streets (West) Elevation 36
Figure 13 Eastern Neighborhoods Planning Areas 43
Figure 14 Transportation Study Area 56
Figure 15 Existing Historical Architectural Resource (Warehouse) at 260 Fifth Street 87
Figure 16 Alternative B: Adaptive Reuse/Preservation, New Development on Lot 150 116
Figure 17 Alternative C: Adaptive Reuse/ Partial Preservation, Addition to 260 Fifth Street 121
Figure 18 Alternative D: Adaptive Reuse/ Partial Preservation, with PDR Space 126

Summary

PROJECT SYNOPSIS

The project site is bounded by Clementina Street (a one-way eastbound alley) to the south, Tehama Street (a one-way westbound alley) to the north, and Fifth Street to the east. The site is L-shaped, with the longer side of the lot fronting on Clementina Street. The project site is currently occupied by a 35-space asphalt-paved surface parking lot and a two-story (including mezzanine) former warehouse building of approximately 42,000 square feet of interior space, which houses an art gallery and vacant office space. The project site is composed of two lots, 3732-150 and 3732-008. These lots would be merged as part of the proposed project.

The project site is in the South of Market (SoMa) neighborhood of San Francisco, which is characterized by its mixture of light industrial, residential, and commercial uses. SoMa has been the focus of substantial development activity in the past 20 years. Newer development in the vicinity includes residential and mixed-use uses, and about one block north is the recently completed Intercontinental Hotel at Fifth and Howard Streets, which is within the Yerba Buena Center Redevelopment Area.

AGI Capital Group, the project sponsor, proposes a new nine-story, 85-foot-tall residential and retail building at the project site at 260 Fifth Street, between Clementina Street and Tehama Street. The proposed project would have about 143,229 gross square feet (gsf) of residential space, with up to 179 residential townhouse, studio, one-bedroom and two-bedroom units, 5,173 gsf of ground-level retail space fronting Fifth Street, and 14,320 gsf of open space/common areas, and approximately 133 parking spaces.

The building would be separated into two primary elements, one of which would face Clementina Street, and the other of which would face Fifth Street, here referred to as the Clementina wing and the Fifth Street wing, respectively. These two wings would be joined as a single continuous building at the basement garage level, ground level, and the second story. At every story above the second story, the two wings would be connected by an enclosed hallway that would lead from the southern end of the west face of the Fifth Street wing to the east face of the Clementina Street wing. The lobby would serve the building elevators, which would rise in the Fifth Street wing; residents of the Clementina wing would walk through the enclosed hallways to reach that wing.

At street level, the proposed project would include seven townhouses, a residential entry and lobby fronting on Clementina Street, retail fronting on Fifth Street, and amenities and the garage entry ramp fronting on Tehama Street. The second level would house the upper stories of the seven townhouses, and five one-bedroom units and one two-bedroom unit, within the Clementina wing. The second story of the Fifth Street wing would have three one-bedroom units and one studio unit. Both the Clementina and Fifth Street wings would have private podium-level terrace areas for each unit. The third through ninth floors of the Clementina wing would each contain ten one-bedroom units, one two-bedroom unit, and two studios. The third through ninth floors of the Fifth Street wing would each contain four one-bedroom units, two two-bedroom units, one three-bedroom unit, and three studios. Some sixth-floor units would have private balconies. A 12,560-sf common area would be provided on a rooftop terrace on the Fifth Street wing.

The proposed project would have approximately 31,917 gsf of parking and would have 133 parking spaces (including "triple-stackers"[1]). Approximately 15% of parking spaces would be at ground level, and the remaining 85% of parking spaces would be in a below-grade garage with access via a ramp from Tehama Street. There would be 60 bicycle spaces in the ground-floor garage.

The project site is located within a Mixed Use-Residential (MUR) zone. The proposed project would require Planning Commission review for exceptions under *Planning Code* Section 329 "Large Project Authorization in Eastern Neighborhoods Mixed Use Districts." Section 329 review is triggered because the project sponsor proposes construction of a new building greater than 75 feet in height, resulting in a net addition of more than 25,000 gsf. The proposed project would require approval of exceptions through the Section 329 review process for: (a) exception for providing off-street parking in excess of one space per four residential units; (b) exception to allow for the provision of no off-street freight loading spaces, where one space would otherwise be required, pursuant to Planning Code Section 152.1; (c) exception to the requirement for a 25 percent rear yard setback at the lowest story containing a dwelling unit (namely, the first story), pursuant to Planning Code Section 134; (d) authorization for Modification of the Horizontal Massing Breaks pursuant to Planning Code Section 270.1 (d); (e) authorization for Modification to Dwelling Unit Exposure per Planning Code Section 329; (f) authorization for Modification to Dwelling Unit Mix per Planning Code Section 207.6.and (g) exception to allow the construction of fewer than 40 percent two-bedroom or larger units, pursuant to Planning Code Section 841.The proposed project would include 20 percent two-bedroom or townhouse units (a total of 36 units).

---

[1] "Stackers" are hydraulic lifts that allow more than one vehicle to park in a parking space. This project proposes using 46 stackers, each of which will allow three cars to park in a stacked formation in a single parking space, providing 138 parking spaces where there would otherwise be only 46 parking spaces.

SUMMARY OF IMPACTS AND MITIGATION MEASURES

This EIR analyzes the potential effects of the 260 Fifth Street project, as determined in the Notice of Preparation of an Environmental Impact Report (NOP), issued June 11, 2008 (Appendix A of this EIR). The Initial Study attached to the NOP (also in Appendix A) found that the proposed project would have potentially significant effects on cumulative land use changes, transportation, archaeological and paleontological resources, and historical resources. It also found that the project effects on other environmental topics would not be significant adverse impacts, or would be less-than significant-effects with implementation of mitigation measures listed in the Initial Study.

Table S-1, p. 4, summarizes the significant adverse environmental effects and mitigation measures identified in the EIR. The project's impacts are discussed in further detail below.

CUMULATIVE LAND USE

The analysis of cumulative physical land use change in the Eastern Neighborhoods FEIR was based on assumptions regarding the portions of the Eastern Neighborhoods area where the greatest change to existing zoning was expected to occur and upon the growth projections included therein. The Eastern Neighborhoods FEIR concluded that, while the character of land uses and neighborhoods would change as a result of rezoning in the Eastern Neighborhoods, new residential development would be directed to areas most suitable for future residential development, and production, distribution, and repair (PDR) uses would be encouraged in areas best suited for such uses. However, the Eastern Neighborhoods FEIR also concluded that rezoning in the Eastern Neighborhoods would result in reduction in the supply of land and buildings available for PDR uses. This potential loss of space available for PDR uses could result in the displacement of PDR businesses and jobs, which would be a potentially adverse social and economic effect stemming from the physical land use changes that would be enabled by the rezoning. In certifying the FEIR, the Planning Commission found that implementation of the EN project would result in a potentially significant, adverse impact in the cumulative supply of land for PDR uses and would not be mitigable without substantial change in use controls on land under Port of San Francisco jurisdiction.

TABLE S-1
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES

Topic	Impact	Significance	Mitigation
Land Use	Impact LU-1: The proposed project would contribute to a greater deficit in PDR space in the Eastern Neighborhoods than would otherwise occur, thereby contributing to greater displacement of PDR businesses and jobs than would otherwise occur. This loss of opportunity for PDR use on the project site and the potential associated displacement of PDR businesses and jobs would be considered a significant cumulative impact of the proposed project.	Significant and Unavoidable	No Mitigation Identified
Archaeological Resources	Impact CR-1: Drilling for foundation installation could disturb prehistoric and historic-period archaeological resources below the project site, including prehistoric Native American cultural deposits/human remains; Post-Gold Rush construction; later 19th Century construction; and 1906 earthquake rubble.	Significant; Avoidable with Mitigation	Mitigation Measure M-CR-1: The project sponsor must engage a qualified archaeological consultant, having expertise in California prehistoric and urban historical archaeology, who shall undertake an Archaeological Research Design and Treatment Plan (ARD/TP) program, and who shall be available to conduct an archaeological monitoring and/or data recovery program if required. All plans and reports prepared by the consultant shall be subject to the review and comment of the Environmental Review Officer.

TABLE S-1 (CONTINUED)
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES

Topic	Impact	Significance	Mitigation
Paleontological Resources	Impact CR-2: Project excavation and construction may disturb unidentified paleontological resources within the project site.	Significant; Avoidable with Mitigation	Mitigation Measure M-CR-2: The project sponsor shall engage a qualified paleontological consultant to provide the archaeologist information sufficient to allow the archaeological testing program specified in M-CR-1 to serve also as a preliminary paleontological testing program. The paleontologist shall be available to assist the archaeologist in conducting a monitoring and/or data recovery program, if required, to the extent that paleontological resources would be involved in the program.
Historical Resources	Impact CR-3: Project demolition of the warehouse structure at the project site would eliminate a building that is a potential historical resource, by virtue of its contribution to a potential California Register-eligible historic district.	Significant and Unavoidable	Mitigation Measure M-CR-3: The project sponsor shall, at a minimum, ensure that a complete survey meeting the standards of the Historic American Building Survey (HABS) is undertaken prior to demolition. This survey shall be completed in accordance with HABS Level II documentation standards, and shall include written data, photographs and drawings. The complete documentation package shall be submitted to local and regional archives. Implementation of this mitigation measure would not reduce the project's significant adverse impact to a less-than-significant level; it would partially mitigate the loss of the historical resource structure, but the proposed project impacts on historical resources would remain significant and unavoidable.

TABLE S-1 (CONTINUED)
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES

Topic	Impact	Significance	Mitigation
Historical Resources (Cumulative Effect)	Impact CR-4: Project demolition of the warehouse structure at the project site would eliminate a contributing structure to the potential Light Industrial and Residential Historic District, and thereby result in a cumulative loss of historical resources, including structures in the potential California Register-eligible historic district.	Significant and Unavoidable Cumulative Effect	Mitigation Measure M-CR-4: The project sponsor shall comply with Mitigation Measure M-CR-3. Implementation of this mitigation measure would not reduce the project's significant adverse cumulative impact to a less-than-significant level; it would partially mitigate the loss of the historical resource structure, but the proposed project cumulative impacts on historical resources would remain significant and unavoidable.

Source: PBS&J, 2009.

Under the MUR zoning, the project site could be developed with residential mixed uses, which would preclude future PDR uses at the site. The project proposed would result in demolition of the 260 Fifth Street building, which formerly housed warehouse uses and could potentially serve PDR uses. The proposed project would therefore contribute to a greater deficit in PDR space in the Eastern Neighborhoods than would otherwise occur without the proposed project, thereby contributing to greater displacement of PDR businesses and jobs than would otherwise occur. This loss of opportunity for PDR use on the project site and the potential associated displacement of PDR businesses and jobs would be considered a significant, unavoidable cumulative impact of the proposed project.

TRANSPORTATION

The transportation study prepared for the proposed project, under the direction of the Planning Department, reviewed existing conditions and project effects for traffic, transit, pedestrians, bicyclists, parking, loading, and construction operations. The study also considered the potential effects of the adjacent proposed 900 Folsom Street project and cumulative (year 2025) effects. The analysis found that the proposed project would not have significant adverse effects on operations at six study intersections; all intersections would remain at Level of Service (LOS) D or better under project conditions (including with 900 Folsom Street). In 2025, the Sixth/Howard and Fifth/Harrison intersections would operate at LOS E, but the proposed project would not have significant contribution to those cumulative adverse impacts.

Project effects on transit capacity, pedestrian conditions, bicycle facilities or movement, parking supply, loading, and construction conditions would not be significant. Therefore, the EIR does not identify any transportation mitigation measures. The analysis indentifies improvement measures for pedestrian facilities; loading operations; and construction operations, to reduce less-than-significant effects.

ARCHAEOLOGICAL AND PALEONTOLOGICAL RESOURCES

Excavation for the proposed project would have the potential to disturb prehistoric and historical archaeological resources and paleontological within the project site. Cutting and filling in the project vicinity occurred during the late 1850s to the early to mid-1860s. Prior to grading, the project site was adjacent to the marshlands bordering Mission Bay at an elevation of less than 20 feet above mean sea level. There is a possibility that the geologic units underlying the project site are of corresponding age to nearby, known fossil-bearing units. Therefore, any subsurface archaeological and paleontological resources that were present on the site prior to the fill activities are likely still present. Consequently, there is a strong likelihood that cultural materials within the project site remain buried beneath the fill; excavation activities during demolition and construction may disturb previously unidentified cultural resources, including prehistoric Native American cultural deposits/human remains; Post-Gold Rush construction; Later 19th Century construction; and 1906 Earthquake rubble.

This would be a potentially significant impact on archaeological and paleontological resources. Implementation of Mitigation Measures M-CR-1 and M-CR-2 would reduce these impacts to a less-than-significant level.

HISTORICAL RESOURCES

The 260 Fifth Street building has been identified as a contributor to a potential California Register-eligible historic district. Consequently the warehouse building is considered an historical resource for the purposes of CEQA.

The proposed project would require the demolition of the warehouse building at the project site. This would be considered a significant adverse effect on an historical resource. As a contributing structure to a potential California Register-eligible historic district, the building's demolition would also constitute a significant adverse cumulative effect on an historical resource. There is no mitigation measure available that would avoid or reduce the significant effects to a less-than-significant level in either the immediate or cumulative scenarios. Therefore, the proposed project would have a significant and unavoidable project and cumulative impact on historical resources.

SUMMARY OF PROJECT ALTERNATIVES

Four alternatives are evaluated in this EIR: Alternative A: No Project; Alternative B: Adaptive Reuse/Preservation, New Development on Lot 150; Alternative C: Adaptive Reuse/ Partial Preservation, Addition to 260 Fifth Street; and Alternative D: Adaptive Reuse/ Partial Preservation, with PDR Space.

Alternatives B and C were formulated to respond to the significant project-level and cumulative impact on an historical resource (the warehouse building at 260 Fifth Street), and Alternative D was formulated to respond the significant project-level and cumulative impact on an historical resource and to further respond to potential cumulative PDR land use impacts of the proposed project.

Table S-2, p. 10 summarizes the comparison of effects of the project and project alternatives. The four alternatives and their potential environmental effects compared to the proposed project are summarized below and are described in detail in Chapter V, *Alternatives to the Proposed Project*, p. 109, of this EIR.

ALTERNATIVES CONSIDERED BUT REJECTED

The "tower alternative" is discussed in detail in Chapter V, *Alternatives to the Proposed Project*, of this EIR with respect to the 260 Fifth Street project only. In summary, the tower alternative would require zoning amendments and could have significant adverse effects on aesthetics, wind conditions, and shadow conditions that are not known at this time. The tower alternative would not substantially reduce the significant impacts identified as arising from the proposed project and would generate potentially greater environmental impacts than the proposed project (including, but not limited to, visual quality, wind, and shadow impacts). For these reasons, the tower alternative was dismissed after initial analysis, and this DEIR does not consider the tower alternative further.

ALTERNATIVE A: NO PROJECT

The No Project alternative would entail no physical land use changes at the project site. The existing parking lot would continue in operation, and no new residential, commercial, or open space would be developed. The No Project Alternative would have none of the significant impacts identified for the proposed project.

ALTERNATIVE B: ADAPTIVE REUSE/PRESERVATION, NEW DEVELOPMENT ON LOT 150

Alternative B is intended to respond to the significant project-specific and cumulative impacts that would occur with the proposed project due to the loss of an historical resource (the 260 Fifth Street building) on the project site. Alternative B would adaptively re-use the existing two-story warehouse building and construct an approximately 60-foot-tall, six-story building on Lot 150 on the northern portion of the project site. Alternative B would eliminate project-specific and cumulative significant impacts on historical resources (namely demolition of the historic warehouse building). Alternative B would not include PDR space and, like the proposed project, would result in a significant and unavoidable cumulative impact related to potential displacement of PDR businesses and jobs.

TABLE S-2
COMPARISON OF IMPACTS OF ALTERNATIVES TO SIGNIFICANT IMPACTS OF PROPOSED PROJECT

	Project	A: No Project	B: Adaptive Reuse/ Preservation, New Development on Lot 50	C: Adaptive Reuse/ Partial Preservation, Addition to 260 Fifth St.	D: Adaptive Reuse/ Partial Preservation, with PDR Space
Description	179 dwelling units. 5,173 gsf retail. 133 parking spaces: 15 percent below-grade and 85 percent at-grade parking spaces. One 85-foot-tall, nine-story building with two wings Building would be LEED-rated "Gold."	No change at site. 42,000 gsf office/art gallery. 35 at-grade parking spaces. One two-story structure (with mezzanine). Structure would remain non-LEED-rated.	46 dwelling units. 2,660 gsf retail. 24 at-grade parking spaces. One approximately35-foot-tall, two-story building and one approximately 60-foot-tall, six-story building with connecting corridor. Preservation of two-story structure, which would not be LEED-rated. New six-story building would be LEED-rated.	80 dwelling units. 2,660 gsf retail. 24 at-grade parking spaces One approximately 55-foot-tall, four-story building and one approximately 60-foot-tall, six-story building with connecting corridor. Preservation of two-story structure. New six-story building would be LEED-rated; second structure would include two LEED-rated upper stories atop a non-LEED-rated two-story base.	52 dwelling units. No retail space. 37 at-grade parking spaces. 28,645 gsf PDR. Two approximately 55-foot-tall, four-story buildings with connecting corridor. Preservation of original two-story structure. New four-story building would be LEED-rated; second structure would include two LEED-rated upper stories atop a non-LEED-rated two-story base.
IMPACT					
Land Use	LU-1: The cumulative loss of space for PDR uses would be an unavoidable and significant effect of the proposed project.	No significant effects.	LU-1: The cumulative loss of space for PDR uses would be an unavoidable and significant effect of the alternative.	LU-1: The cumulative loss of space for PDR uses would be an unavoidable and significant effect of the alternative.	LU-1: The cumulative loss of space for PDR uses would be reduced with PDR space in the alternative.
Transportation	No significant effects.	No significant effects.	No significant effects.	No significant effects.	No significant effects.

TABLE S-2 (CONTINUED)
COMPARISON OF IMPACTS OF ALTERNATIVES TO SIGNIFICANT IMPACTS OF PROPOSED PROJECT

	Project	A: No Project	B: Adaptive Reuse/ Preservation, New Development on Lot 50	C: Adaptive Reuse/ Partial Preservation, Addition to 260 Fifth St.	D: Adaptive Reuse/ Partial Preservation, with PDR Space
Archaeological Resources	CR-1: Drilling for foundation installation could disturb prehistoric and historic-period archaeological resources below the project site, including prehistoric Native American cultural deposits/human remains; Post-Gold Rush construction; later 19th Century construction; and 1906 earthquake rubble. This effect is significant but avoidable with mitigation.	No significant effects.	CR-1: While there would be no excavation, deep foundations may still be required. This would have a reduced effect on archaeological resources, compared to the proposed project. This effect would remain potentially significant but avoidable with mitigation.	CR-1: While there would be no excavation, deep foundations may still be required. This would have a reduced effect on archaeological resources, compared to the proposed project. This effect would remain potentially significant but avoidable with mitigation.	CR-1: While there would be no excavation, deep foundations may still be required. This would have a reduced effect on archaeological resources, compared to the proposed project. This effect would remain potentially significant but avoidable with mitigation.
Paleontological Resources	CR-2: Project excavation and construction may disturb unidentified paleontological resources within the project site. This effect is significant but avoidable with mitigation.	No significant effects.	CR-1: While there would be no excavation, deep foundations may still be required. This would have a reduced effect on paleontological resources, compared to the proposed project. This effect would remain potentially significant but avoidable with mitigation.	CR-1: While there would be no excavation, deep foundations may still be required. This would have a reduced effect on paleontological resources, compared to the proposed project. This effect would remain potentially significant but avoidable with mitigation.	CR-1: While there would be no excavation, deep foundations may still be required. This would have a reduced effect on paleontological resources, compared to the proposed project. This effect would remain potentially significant but avoidable with mitigation.

TABLE S-2 (CONTINUED)
COMPARISON OF IMPACTS OF ALTERNATIVES TO SIGNIFICANT IMPACTS OF PROPOSED PROJECT

	Project	A: No Project	B: Adaptive Reuse/ Preservation, New Development on Lot 50	C: Adaptive Reuse/ Partial Preservation, Addition to 260 Fifth St.	D: Adaptive Reuse/ Partial Preservation, with PDR Space
Historical Resources	CR-3: Project demolition of the warehouse structure at the project site would eliminate a building that is an historical resource, by virtue of its contribution to a potential California Register-eligible historic district. This effect is significant and unavoidable.	No significant effects.	There would be no demolition of the existing warehouse structure. The alternative would adaptively re-use the building in accordance with the Secretary's Standards, and would rehabilitate the Fifth Street and Clementina Street facades. This would avoid the significant effect on historical resources.	There would be no demolition of the existing warehouse structure. Two floors would be added to the top of the historic warehouse. The alternative would rehabilitate the Fifth Street and Clementina Street facades. The scale of the addition would not meet the Secretary's Standards. This alternative would reduce but not avoid the significant effect on historical resources.	There would be no demolition of the existing warehouse structure. Two floors would be added to the top of the historic warehouse. The alternative would rehabilitate the Fifth Street and Clementina Street facades. The scale of the addition would not meet the Secretary's Standards. This alternative would reduce but not avoid the significant effect on historical resources.
Historical Resources (Cumulative Effect)	Project demolition of the warehouse structure at the project site would eliminate a contributing structure to potential California Register-eligible historic district, and thereby result in a cumulative loss of historical resources, including structures in the potential California Register-eligible historic district. This effect would be a significant and unavoidable cumulative impact.	No significant effects.	There would be no demolition of the existing warehouse structure. This would avoid the significant cumulative effect on historical resources.	This alternative would reduce but not avoid the significant cumulative effect on historical resources.	This alternative would reduce but not avoid the significant cumulative effect on historical resources.

Source: PBS&J, 2009.

ALTERNATIVE C: ADAPTIVE REUSE/ PARTIAL PRESERVATION, ADDITION TO 260 FIFTH STREET

As is the case with Alternative B, Alternative C is intended to respond to the significant project-specific and cumulative impacts that would occur under the proposed project due to the loss of an historical resource (the historic warehouse building) on the project site. Alternative C would include the adaptive reuse of the historic warehouse, the addition of two floors of residential uses above the warehouse building, and the rehabilitation of the Fifth Street and Clementina Street facades. The portion of the new six-story building that would be adjacent to the adaptively reused warehouse building would be constructed in a manner both differentiated from and compatible with the existing historic warehouse structure. Differentiation would be provided through various measures such as materials and color, as well as a ten-foot setback along the Fifth Street and Clementina Street frontages. The addition of two floors to the top of the warehouse building would not be consistent with the Secretary's Standards regarding the size and massing of new construction on historic buildings, and Alternative C would reduce but not avoid project-level and cumulative impacts on an historical resource. Therefore, the effect on historical resources would still be considered significant with this alternative.

ALTERNATIVE D: ADAPTIVE REUSE/ PARTIAL PRESERVATION, WITH PDR SPACE

Alternative D is intended to respond to the significant project-specific and cumulative impacts that would occur under the proposed project due to the loss of the historical resource (the warehouse building) on the project site and to respond to the loss of potential PDR use floor area that would result from the proposed project.

Alternative D would convert the warehouse building for residential uses and would remove substantial portions of the interior to accommodate these residential uses. The addition of two floors to the top of the warehouse building would not be consistent with the Secretary's Standards regarding the size and massing of new construction on historic buildings, and Alternative D would reduce but not avoid project-level and cumulative impacts on an historical resource. Therefore, the effect on the historical resource would still be considered significant with this alternative.

ENVIRONMENTALLY SUPERIOR ALTERNATIVE

Alternative B would avoid a project-level and cumulative effect on historical resources. Therefore, based on this preliminary analysis, the environmentally superior alternative would be Alternative B: Adaptive Reuse/Preservation, New Development on Lot 150.

AREAS OF CONTROVERSY AND ISSUES TO BE RESOLVED

This EIR assesses the proposed project's contribution to cumulatively significant land use changes in the Eastern Neighborhoods and the ability of the City to meet its future PDR space needs. It also evaluates the potential impacts of the proposed project with respect to transportation, archaeological and paleontological resources, and historical resources. The Initial Study found that all other environmental effects would be less than significant, with mitigation measures identified.

On June 11, 2008, the Planning Department issued a Notice of Preparation of an Environmental Impact Report (NOP). Individuals and agencies that received these notices included owners of properties within 300 feet of the project site, tenants of properties adjacent to the project site, and other potentially interested parties, including various regional and state agencies.

On the basis of public comments on the NOP, potential areas of controversy and unresolved issues for this project include cumulative effects with the 900 Folsom Street project; the affordability of project residential uses; and the type and scale of project development, including high-rise alternatives. Some of these issues, including cumulative effects and alternatives, are discussed in this EIR. Others, such as housing affordability, are not environmental issues and will be considered by the decision makers during the project-approval process.

I. Introduction

ENVIRONMENTAL REVIEW PROCESS

This Draft Environmental Impact Report (DEIR) has been prepared in accordance with the California Environmental Quality Act (CEQA), as established under the Public Resources Code 21000 et seq., the *CEQA Guidelines* (a part of the California Code of Regulations), and local CEQA procedures under Chapter 31 of the San Francisco *Administrative Code*. The purpose of this EIR is to disclose any potential impacts on the physical environment resulting from implementation of the proposed project, and allow a time for public review and comment, before decision makers decide to approve or deny the project. This EIR is project specific, and describes how the proposed 260 Fifth Street development project, if approved, would impact the physical environment.

The proposed 260 Fifth Street project (the proposed project) would remove approximately 42,000 gross square feet (gsf) of warehouse space currently vacant (but allocated for office uses), an art gallery, and a parking lot. The proposed project would be a new building composed of two connected nine-story, 85-foot-tall wings and a connecting corridor between them. The new building would contain up to 179 residential units, approximately 14,320 gross square feet (gsf) of open space and 2,888 gsf of lobby/amenities/common areas, approximately 5,173 gsf of ground-level retail space, and 133 parking spaces.

Prior to developing the proposed project, and subject to certification of this EIR and adoption of findings under CEQA, the proposed project would require approval under Section 329 of the *Planning Code* for (a) its provision of more than one parking space per four residential units, (b) its provision of less than 25 percent rear yard setback at the lowest story containing a dwelling unit (the first floor), (c) its failure to provide building massing as prescribed under the *Planning Code* for this location, (d) its failure to provide two required off-street freight loading spaces, and (e) its non-conforming bedroom-count ratio. (The Mixed Use – Residential, or MUR, zoning requires that 40 percent of the total unit mix be two-bedroom units, and encourages three-bedroom units. The proposed project would include 20 percent two-bedroom or townhome units.) The project would be consistent with the MUR zoning and the *East SoMa Area Plan* in all ways other than those noted above.

The project sponsor, AGI Capital Group, submitted an Environmental Evaluation Application in June 2007. The Notice of Preparation of an Environmental Impact Report (NOP), issued June 11, 2008 for a 30-day public review period, and the Initial Study attached to the NOP found that the proposed project would have potential significant effects on cumulative land use changes, transportation, archaeological and palaeonotological resources, and historical resources. The Initial Study, Appendix A of this EIR, found that the project effects on other environmental topics would not be significant adverse impacts, or would be less-than-significant effects with mitigation measures adopted by the project sponsor and listed in the Initial Study.

A total of seven comment letters were received in response to the NOP. Comments received in response to the NOP identified the following potential issues for this proposed project:

- The proposed project scale, design and character would initiate the destruction of the traditional lower-density lower-income neighborhood, and would initiate gentrification and the destruction of the district's existing mixed commercial character; therefore an EIR should be prepared, meaningful alternatives should be evaluated in the EIR, project mitigations should be imposed for a potential public benefits program; and the project should be recognized as having potentially significant impacts.
- The proposed project's original design bulk, height, and appearance are inappropriate under the *Planning Code* and site conditions.
- A detailed traffic impact study should be prepared to evaluate a variety of transportation effects and their potential mitigation.
- A record search should be completed, contact with the Native American Heritage Commission should be initiated, and other enquiry and mitigation should be undertaken to ensure that the proposed project would have no adverse effects on Native American archaeological resources.
- The sidewalk environment, abutting the project site, should be improved and possibly widened.
- Project parking should be restricted to the *Planning Code* requirement levels as vehicle project-related circulation may impact pedestrian safety; transportation impacts (on PM peak hour volumes) should be evaluated for their potential to generate potentially significant vehicular emissions; and air quality impacts should be identified as potentially significant and mitigated as such.

Some of these issues are discussed in this EIR or the Initial Study, including project height and bulk, effects on archaeological and paleontological resources, and transportation effects. Other issues raised, such as the merits of the project design, and affordability, are not environmental issues. These issues may be considered by the decision makers during the project-approval process, but are not discussed in this document.

There will be a public comment period on the adequacy and accuracy of the environmental analysis in the DEIR from July 29, 2009 to September 15, 2009. This will include a public hearing before the Planning Commission on September 10, 2009. The Historic Preservation Commission will also hold a public hearing on the Draft EIR during the public comment period. Following the Planning Department's publication and distribution of the written responses to all comments received on the DEIR, the EIR will go before the Planning Commission for certification. After the EIR certification, the Planning Commission will consider approval of the proposed project.

Documents and studies cited in this DEIR are on file and available for public review at 1650 Mission Street, Suite 400, San Francisco, CA 94103. Written comments on the DEIR may be submitted until the close of business on September 15, 2009, to Bill Wycko, Environmental Review Officer, San Francisco Planning Department, and 1650 Mission Street, Suite 400, San Francisco, CA 94103.

PROJECT DESCRIPTION AND OTHER CHANGES SINCE PUBLICATION OF THE INITIAL STUDY

The June 11, 2008 Initial Study evaluated a proposed project that would replace the existing surface parking lot and warehouse building with two nine-story, 85-foot-tall building wings, joined together into an L-shaped form to match the project site configuration. An interior corridor would connect the two building wings, referred to in the Initial Study as the "Fifth Street Building" and the "Clementina Street Building" (and referred to in this EIR as the "Fifth Street wing" and the "Clementina Street wing"). In the Initial Study, the proposed project included 175 residential units (134,162 gsf), ground-floor retail (5,719 gsf) fronting onto Fifth Street, and 177 off-street parking spaces, including a basement parking level (36,256 gsf). The residential unit mix would include six townhomes, 30 two-bedroom units, 132 one-bedroom units, and seven studio units. The proposed buildings would provide a total of 212,729 gsf.

REVISED PROPOSED PROJECT

The proposed project design has evolved since publication of the Initial Study. As presented in Chapter II, Project Description, pp 21 – 39, this EIR analyzes a proposed project with 179 residential units and 133 parking spaces (including the proposed basement parking level), while the previous project was for 175 residential units and 177 off-street parking spaces. The unit mix has also been changed to include a greater number of two-bedroom and larger units, and studio units. By replacing some previously proposed one- and two-bedroom units with studio units, the proposed project would accommodate added floor area in some of the larger units in the building. The proposed project unit mix would be seven townhomes rather than six, nine new three-bedroom units not previously proposed, 24 two-bedroom units rather than 30, 109 one-bedroom units rather than 132, and 36 studio units rather than seven previously proposed. The building's total height and bulk would not change with the adjustment of unit sizes, the unit mix, and the total unit count.

As noted above, the Initial Study found that the formerly proposed project would have potential significant effects on cumulative land use changes, transportation, historical, and archaeological and paleontological resources. The Initial Study found that the project effects on other environmental topics would not be significant adverse impacts, or would be less than significant effects with mitigation measures adopted by the project and listed in the Initial Study: project-specific land use; population and housing; operational air quality; operational noise; wind and shadow; recreation; utilities and service systems; public services; biological resources; geology and soils; hydrology and water quality; hazards/hazardous materials; mineral/energy resources; and agricultural resources.

The revised project would have similar number of residential units and a similar amount of retail space (gsf) as was analyzed in the Initial Study, namely, three more residential units and 546 square feet less retail space. Thus, project-specific land use; population and housing; recreation; utilities and service systems; and public services effects would be similar to those anticipated in the Initial Study. The overall scale and height of the current design would have similar effects on aesthetics, wind, and shadow. Development of the site and operation of the revised project would have similar effects as those reviewed in the Initial Study on biological resources; geology and soils; hydrology and water quality; hazards/hazardous materials; mineral/energy resources; and agricultural resources.

REVISED AIR QUALITY ANALYSIS

The June 11, 2008 Initial Study concluded that the construction air quality impacts of the proposed project would be potentially significant and recommended a mitigation measure to reduce these impacts to a less than significant level. On July 30, 2008, following publication of the Initial Study, the San Francisco Board of Supervisors adopted Ordinance 176-08. This ordinance amended the San Francisco Building and Health Codes to require construction dust control measures that would apply to implementation of the proposed project. Accordingly, the potentially significant construction air quality impacts identified in the Initial Study would not occur and mitigation for these impacts is not longer required.

REVISED LAND USE CONTROLS

This EIR also reflects different Planning controls than were in effect at the time of the Initial Study publication. In December 2008, the Board of Supervisors approved and the Mayor signed legislation enacting Eastern Neighborhoods rezoning and Planning Code amendments, including the *East SoMa Area Plan* and zoning map amendments. Under the *East SoMa Area Plan,* the project site is now designated Mixed Use – Residential (MUR). This change in Planning controls occurred between the time of publication of the Initial Study and the time of publication of this EIR. The proposed project would now require a different collection of discretionary approvals than those required under the previous zoning, but these zoning approvals would not be substantially larger nor would they generate more substantial impacts than would have occurred under the previous Planning controls.

The previous zoning controls included an Interim Policy related to the Eastern Neighborhoods Program Areas, which directed that sites in this area maintain Production/Distribution/ Recycling (PDR) uses or provide for a One Floor Area ratio (FAR 1:1) for such uses on sites, including the project site. Under the East SoMa Area Plan, and new zoning, the project site is no longer constrained by the same absolute direction to provide floor area for PDR uses. The new East SoMa Area Plan controls continue to point to the importance of maintaining PDR uses in this neighborhood.

CONCLUSION

The project description changes, adoption of a new dust control ordinance, and changes in Planning land use controls at the project site since publication of the Initial Study, would not change the conclusions of the Initial Study regarding environmental effects. This DEIR analyzes potential significant effects on cumulative land use changes, transportation (including traffic generation, parking, circulation, and loading effects of the current project design), archaeological, paleontological, and historical resources. The DEIR does not analyze those effects noted above that the Initial Study found would not be significant adverse impacts, or would be less than significant effects with mitigation measures.

THIS PAGE INTENTIONALLY LEFT BLANK.

II. Project Description

The proposed project would develop two connected nine-story, 85-foot-tall structures at 260 Fifth Street, creating 179 residential units, ground-level retail uses, and parking.

A. PROJECT OBJECTIVES

The project sponsor and developer is AGI Capital Group. The project architect is Architecture International. The project sponsor's objectives for the 260 Fifth Street project are to:

- Create a high-quality, sustainable, well-designed project that is responsive to the surrounding neighborhood;
- Provide residential and retail mixed-uses consistent with land use and design goals adopted for the Eastern Neighborhoods;
- Create transit-oriented housing opportunities located in Downtown San Francisco;
- Provide 15 percent BMR units to contribute to the City's supply of moderate income housing; and
- Construct a project that will qualify for Leadership in Energy and Environmental Design (LEED) Gold certification.

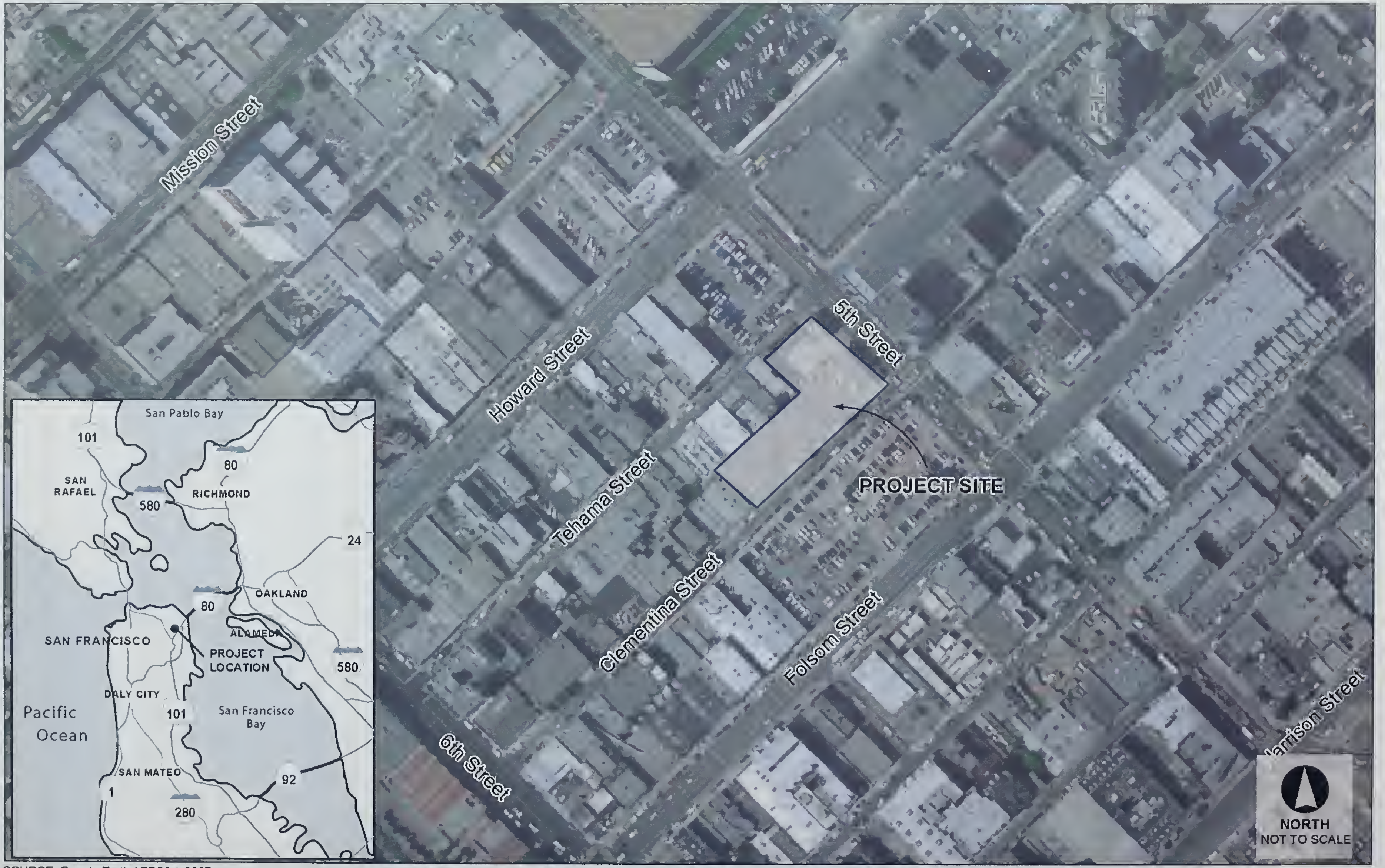
B. PROJECT LOCATION

The project site is at 260 Fifth Street in the South of Market (SoMa) neighborhood (see Figure 1, p. 22) which is characterized by a mixture of light industrial, residential, and commercial uses. The site fronts on Clementina Street (a one-way eastbound alley) to the south, Tehama Street (a one-way westbound alley) to the north, and Fifth Street to the east[2]. The project site is comprised of two contiguous lots (Assessor's Block 3732, Lots 150 and 008) that form a 28,641 square foot (sf) L-shaped property, with the longer side of the lot fronting onto Clementina Street and the shorter leg facing Fifth Street. Figure 2, p. 23 shows the existing project site. The project site is about five blocks west of the Transbay Terminal and three blocks south of Market Street.

The project site is zoned Mixed Use – Residential (MUR). Its two lots are within an 85-X Height and Bulk district. The project site has a permitted maximum commercial Floor Area Ratio (FAR) of 6:1 in this Height and Bulk district, with which it would comply.

---

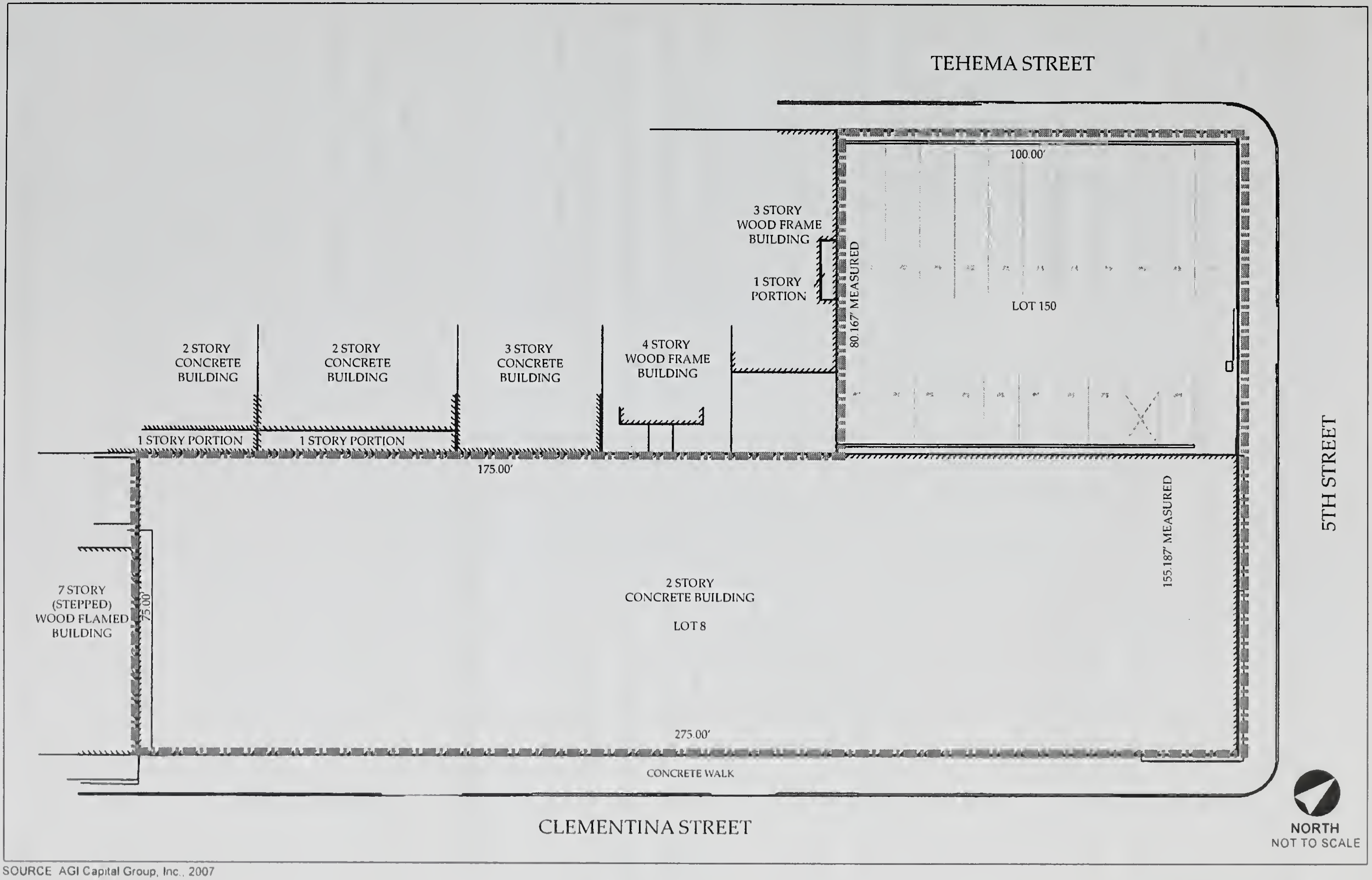
[2] By convention, streets in the northeast/southwest street grid in the South of Market area are referred to in terms of east-west (e.g., Clementina or Folsom Streets), and north-south (e.g. Fifth Street).



SOURCE: Google Earth / PBS&J, 2007.

260 FIFTH STREET PROJECT

FIGURE 1: PROJECT LOCATION


TEHEMA STREET
5TH STREET
CLEMENTINA STREET
100.00′
LOT 150
80.167′ MEASURED
155.187′ MEASURED
3 STORY WOOD FRAME BUILDING
1 STORY PORTION
2 STORY CONCRETE BUILDING
2 STORY CONCRETE BUILDING
3 STORY CONCRETE BUILDING
4 STORY WOOD FRAME BUILDING
1 STORY PORTION
1 STORY PORTION
175.00′
7 STORY (STEPPED) WOOD FLAMED BUILDING
75.00′
2 STORY CONCRETE BUILDING
LOT 8
275.00′
CONCRETE WALK
NORTH
NOT TO SCALE

SOURCE AGI Capital Group, Inc., 2007

▨ Site Boundary

260 FIFTH STREET PROJECT

FIGURE 2: EXISTING SITE PLAN

In December 2008, the Board of Supervisors approved and the Mayor signed legislation enacting Eastern Neighborhoods rezoning and Planning Code amendments (EN controls). As a result, the project site was rezoned from Residential/Service Mixed-Use District (RSD) to Mixed-Use Residential (MUR), as noted above. The purpose of the MUR District includes the promotion of a mix of residential and commercial uses while ensuring that housing is built, and protection of alleys from overdevelopment. The new MUR controls permit the proposed project uses, building height and bulk, subject to approval of project exceptions in a project review undertaken according to Section 329 of the *Planning Code*.

The project site is currently occupied by a 35-space surface parking lot and a two-story-plus-mezzanine warehouse building with approximately 42,000 square feet of interior space which houses an art gallery and event promotion company. There are currently no loading spaces on the property. The property is entirely occupied by the existing building footprint and asphalt paving at the parking lot; there are no trees, open space, or other vegetation on the property. A sign at the corner of Fifth and Tehama Streets, indicates the availability of public parking on the property. The parking lot is enclosed by a chain-link fence.

SoMa has been the focus of substantial development activity in the past 20 years. Newer development in the vicinity includes residential and mixed-use projects. The recently completed Intercontinental Hotel at Fifth and Howard Streets sits about one block north of the project site, within the Yerba Buena Center Redevelopment Area. Land uses in the immediate vicinity of the site are a mix of residential, retail, office, parking, hotel, and light industrial and warehouse uses.

C. PROJECT CHARACTERISTICS

The project sponsor proposes to develop a nine-story, 85-foot tall building with an underground parking facility, creating 179-unit residences, ground-level retail uses, and parking. The proposed project would include approximately 143,229 gsf of residential space, 5,173 gsf of ground-floor retail space fronting Fifth Street, and 14,320 gsf of open space/common areas. The open space would be on private podium-level terraces, sixth-floor private balconies, and a rooftop terrace common area on the Fifth Street building. The proposed project would have 31,917 gsf of parking and would provide approximately 133 parking spaces (including stackers).[3] The building would have an L-shaped footprint, and would have two primary building elements, or wings: the Clementina wing (fronting on Clementina Street) and the Fifth

---

[3] "Stackers" are hydraulic lifts that allow more than one vehicle to park in a parking space.

Street wing (fronting on Fifth Street), above a two-story base (see proposed site plan, Figure 3, p. 27).

Table II-1, below, summarizes the proposed project characteristics.

TABLE II-1
PROJECT CHARACTERISTICS

Use/Characteristics	Total Proposed Project Area/Amount
Residential	143,229 gsf
Retail	5,173 gsf
Lobby and Amenities	2,888 gsf
Core Circulation and Service	20,168 gsf
TOTAL GSF (not inc. parking, open space)	**211,199 gsf**
Parking	31,917 gsf
Open Space	14,320 gsf
Dwelling Units	179 units
Vehicle Parking Spaces	133 spaces
Bicycle Parking Spaces	60 spaces
Loading Spaces	0
Height of Building	85 feet
Number of Stories	9

Source: AGI Capital, 2008.

The building would have one story of parking below grade level (at the basement level; see Figure 4, p. 28), and would rise nine stories above grade. The resident lobby would be accessible from Clementina Street. The retail space would front the length of the site along Fifth Street, and a resident-serving office, trash room, fitness room, and mailroom would be set behind the retail area.

At street level, the proposed project would include seven townhouses, a residential entry and lobby fronting on Clementina Street, 5,173 gsf of retail space fronting on Fifth Street, and amenities, and the garage entry ramp fronting on Tehama Street (see Figure 5, p. 29). The building elevator would be in the lobby of the Fifth Street wing; residents of the Clementina wing would walk through the enclosed hallways to reach that wing. The second level would house the upper stories of the seven townhouses, and five one-bedroom units and one two-bedroom unit, within the Clementina wing. The second story of the Fifth Street wing would have three one-bedroom units and one studio unit. Both the Clementina and Fifth Street wings would have private podium-level terrace areas for each unit (see Figure 6, p. 30). The third through ninth floors of the Clementina wing would each contain ten one-bedroom units, one two-bedroom unit, and two studios. The third through ninth floors of the Fifth Street wing would each contain four one-bedroom units, two two-bedroom units, one three-bedroom unit, and three studios (see Figure 7, p. 31). Some sixth floor units would have private balconies. All residential units would be laid out to allow residents a view toward either Fifth Street or Clementina Street, or toward the west. Many of the west-facing units would provide a view of the second story terrace within the unit's line of sight.

The project would include 14,320 sf of open space, of which 1,760 sf would be private open space associated with residential units that would consist of private terraces at the podium deck and private balconies on the sixth floor of the Clementina wing. The remaining 12,560 sf would be common open space on a rooftop terrace on the Fifth Street wing.

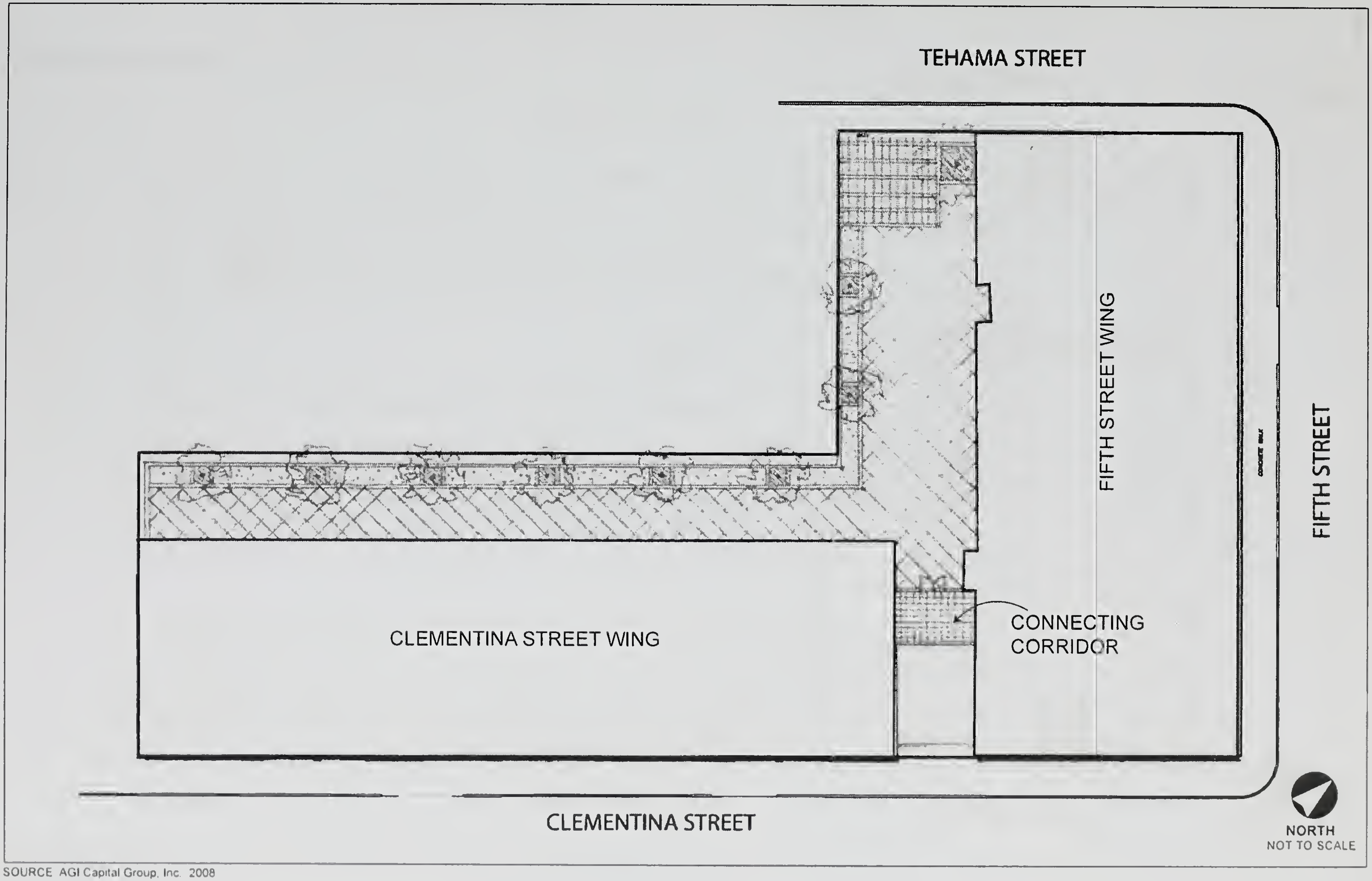
Figures 4 through 12, pp. 28 through 36 show the building floor plans and elevations. Figure 3, p. 27, shows the proposed site plan for the project, and Figure 7 (p. 31) shows the proposed plan for the upper stories, where the wings would be separated by the enclosed hallway.

The proposed project would contain a total of 179 dwelling units. Of the 179 dwelling units, there would be 139 studios and one-bedroom units, 33 two- and three-bedroom units, and seven townhouses. At least fifteen percent of the total units would be designated as Below Market Rate (BMR). Sales prices for market-rate units (approximately 151 units) would range from $500,000 to $1,200,000. Sales prices for below-market-rate units (approximately 27 units) would range from $150,000 to $250,000.

The proposed project would have approximately 31,917 gsf of parking and would provide 133 parking spaces (including "triple-stackers"[4]) on two stories. Most project parking, 114 parking spaces, would be provided in a below-grade garage, accessed by way of an entry/exit ramp from Tehama Street. The remaining 19 parking spaces would be at-grade, in a garage adjacent to the ground floor retail uses and resident lobby, with direct access from Clementina Street.

---

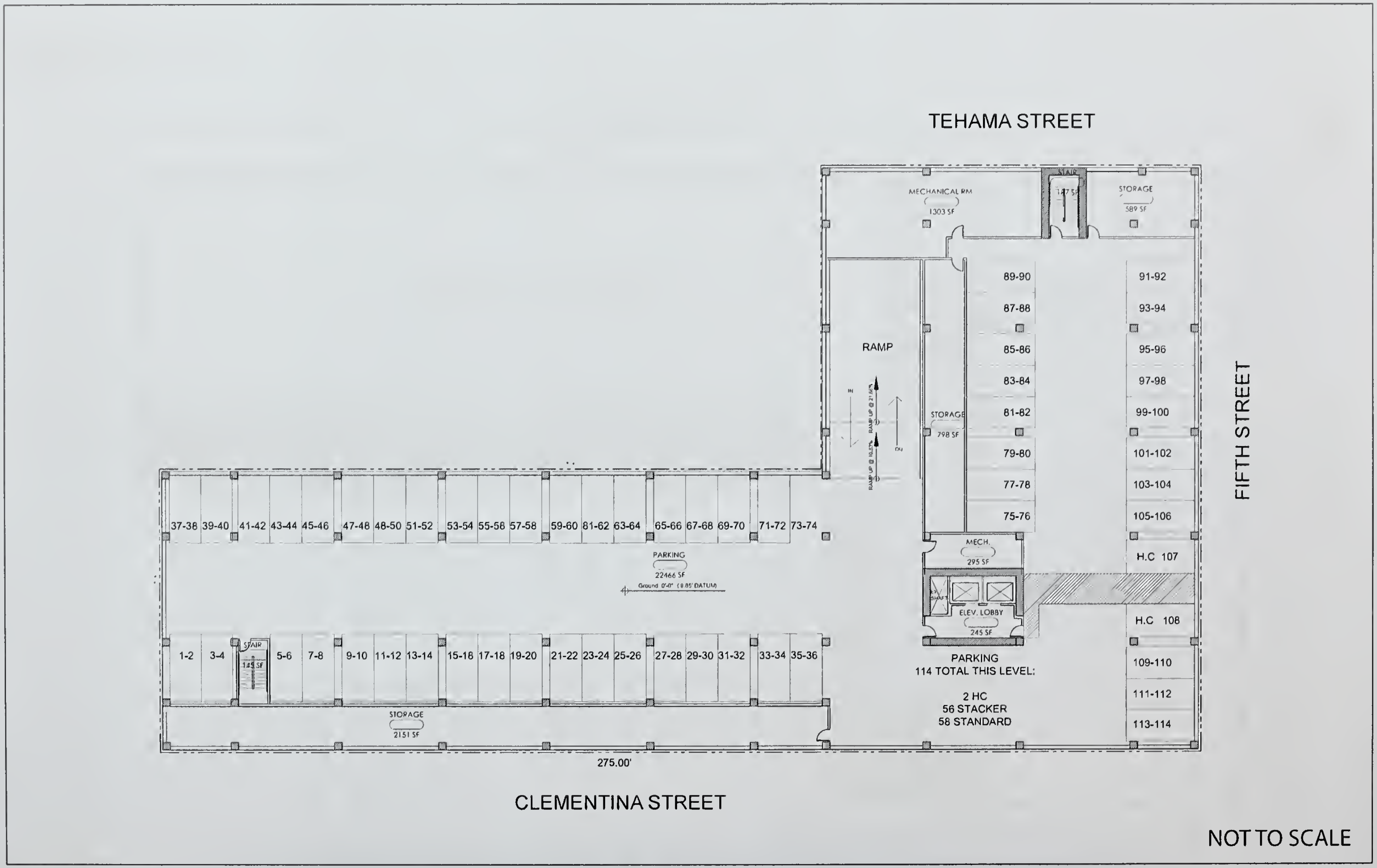
[4] "Stackers" are hydraulic lifts that allow more than one vehicle to park in a parking space. This project proposes using stackers that will allow three cars to park in a stacked formation in a single parking space.



SOURCE AGI Capital Group, Inc. 2008

260 FIFTH STREET PROJECT

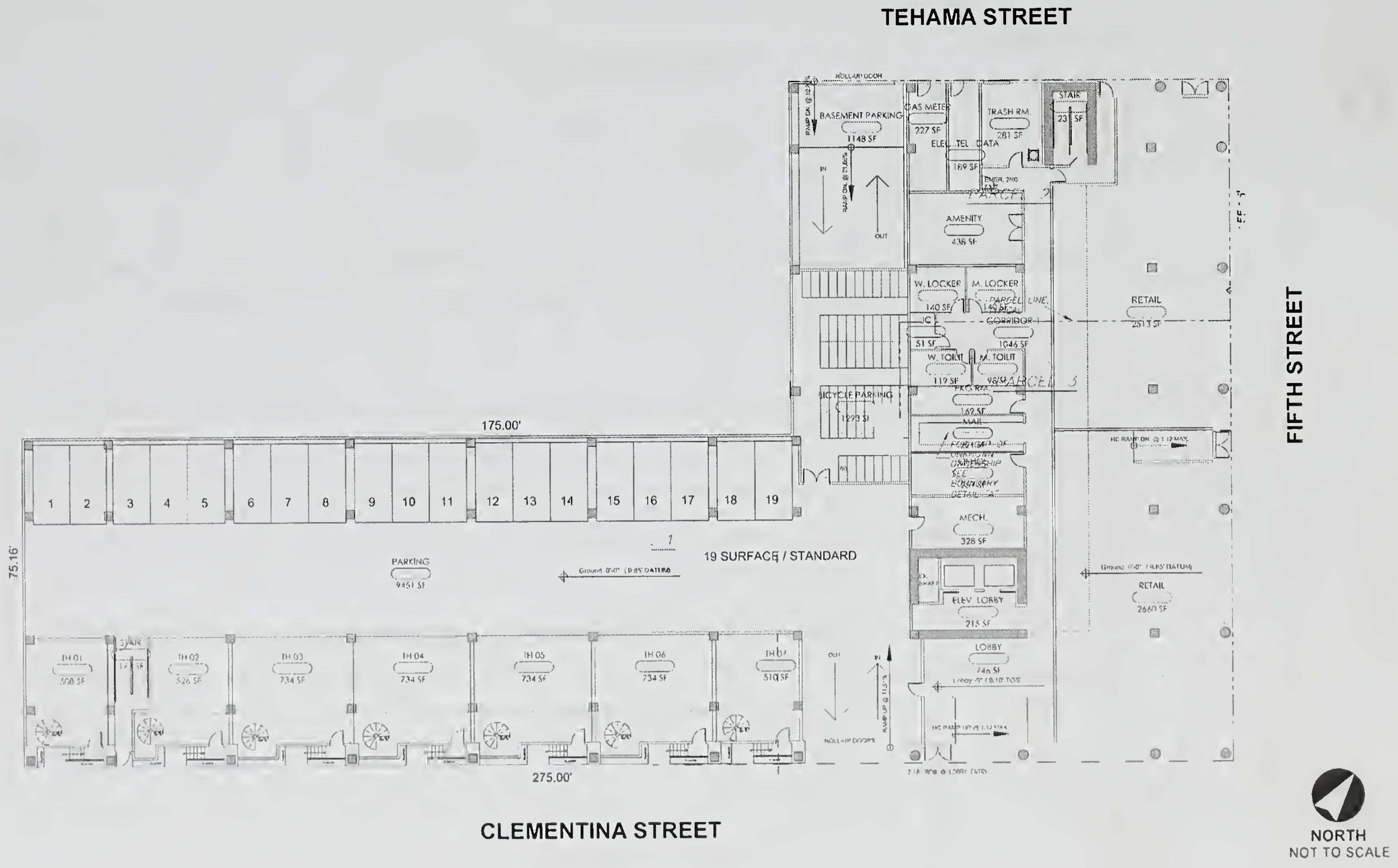
FIGURE 3: PROPOSED SITE PLAN



SOURCE: AGI Capital Group, Inc., 2009.

260 FIFTH STREET PROJECT

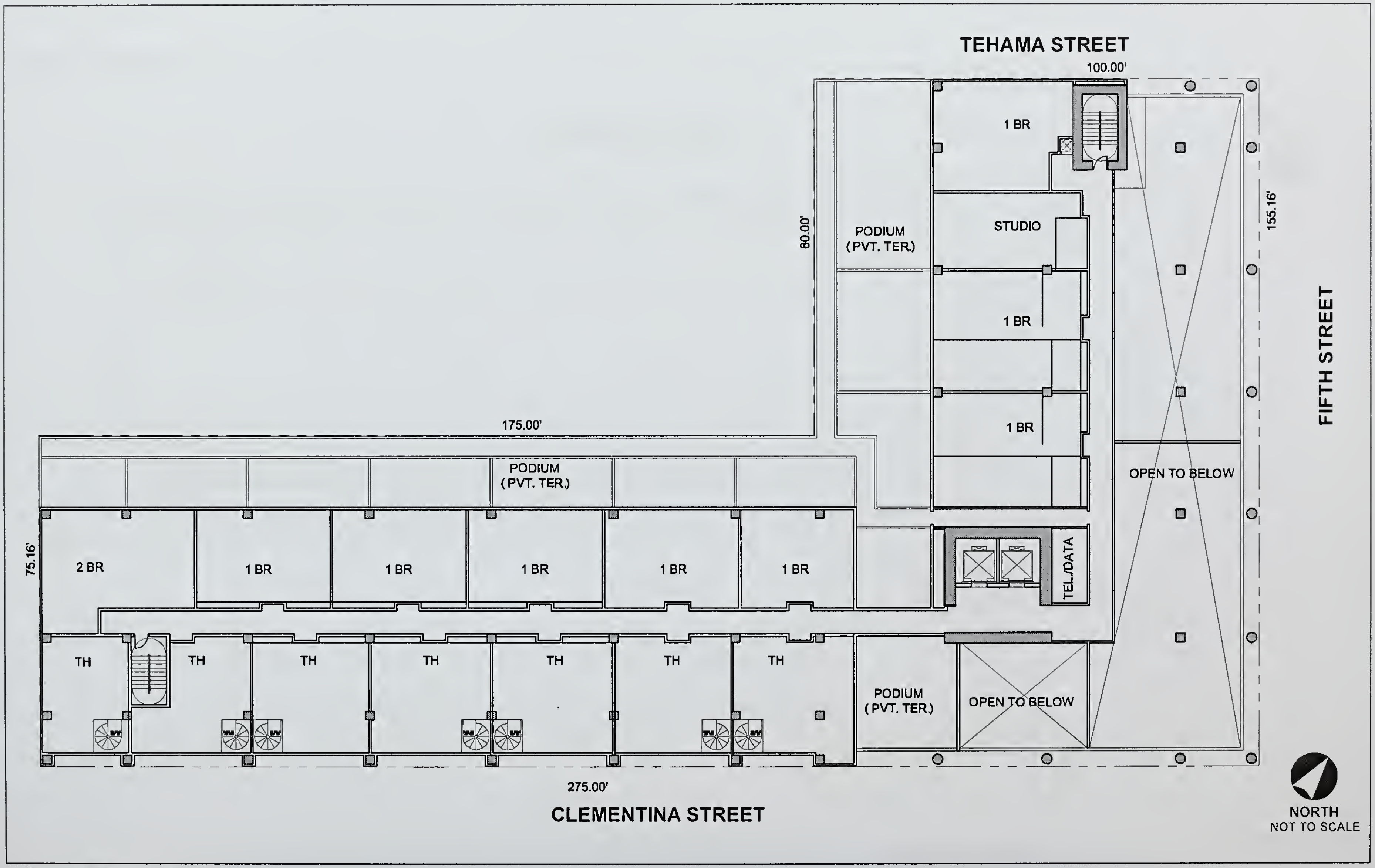
FIGURE 4: PROPOSED BASEMENT LEVEL FLOOR PLAN



SOURCE AGI Capital Group, Inc., 2009.

260 FIFTH STREET PROJECT

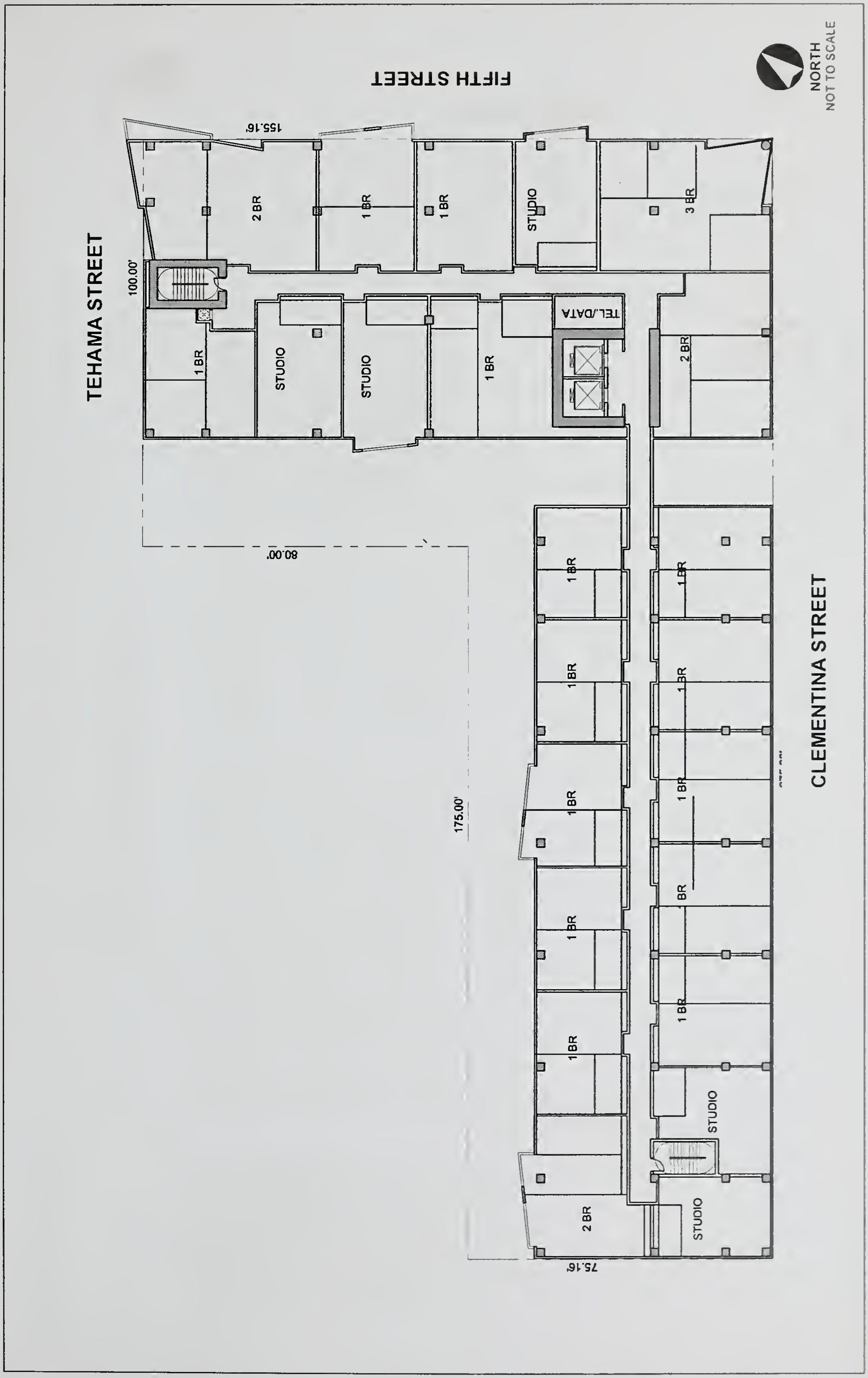
FIGURE 5: PROPOSED GROUND LEVEL PLAN



SOURCE: AGI Capital Group, Inc., 2007.

260 FIFTH STREET PROJECT

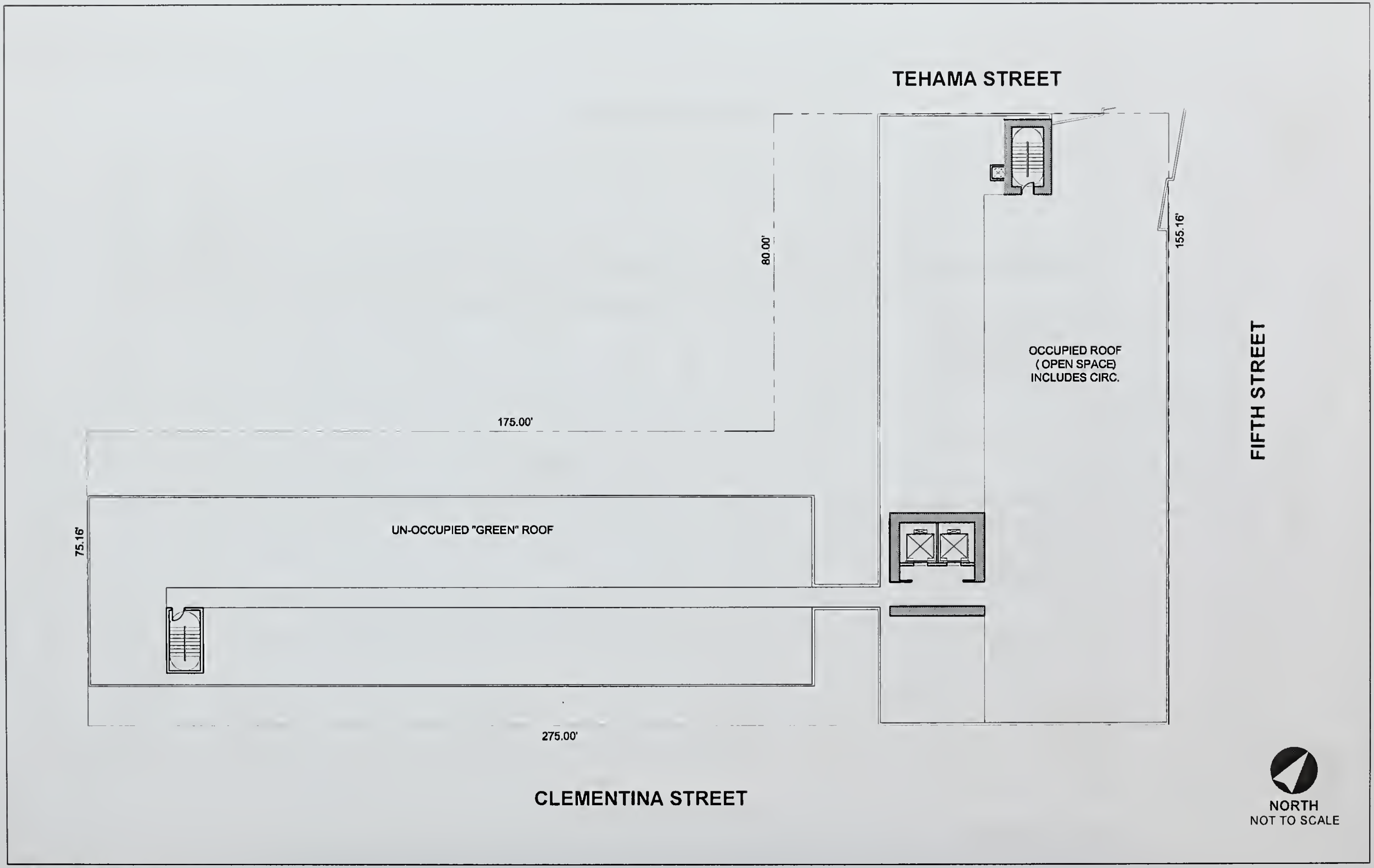
FIGURE 6: SECOND FLOOR PLAN



SOURCE: AGI Capital Group, Inc., 2007

260 FIFTH STREET PROJECT

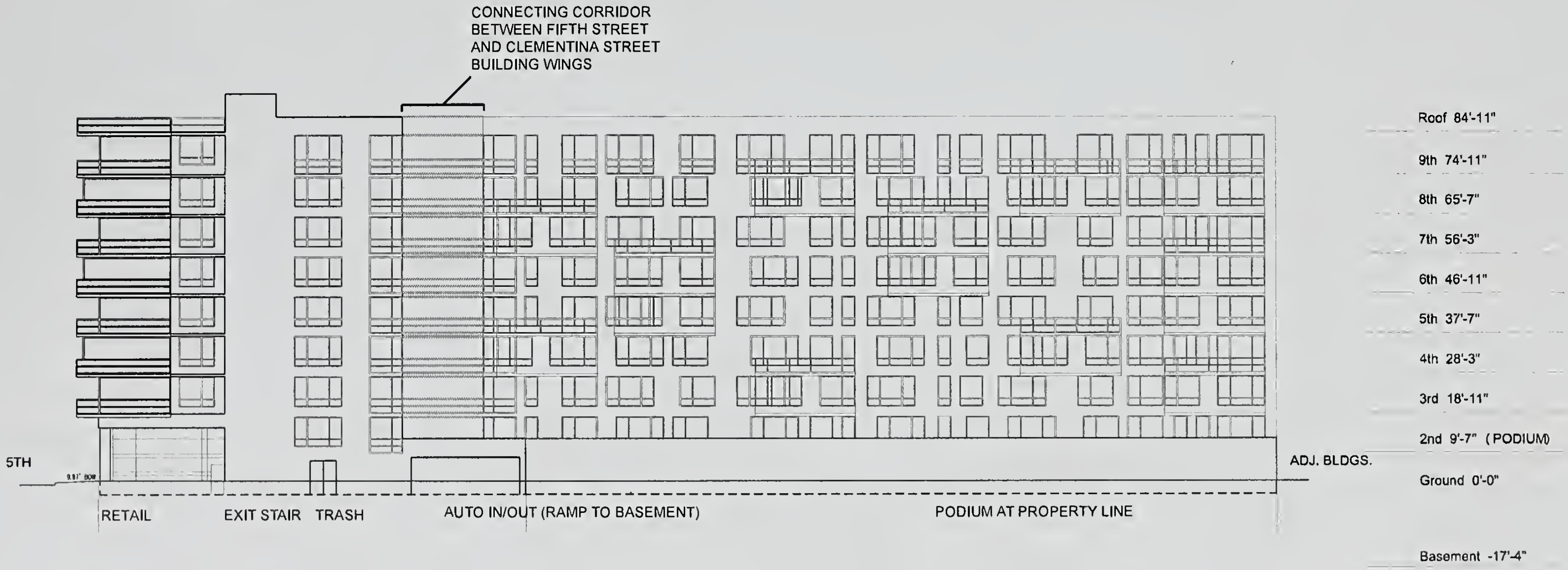
FIGURE 7: PROPOSED SITE PLAN - FLOORS 3 THROUGH 9



SOURCE: AGI Capital Group, Inc., 2007.

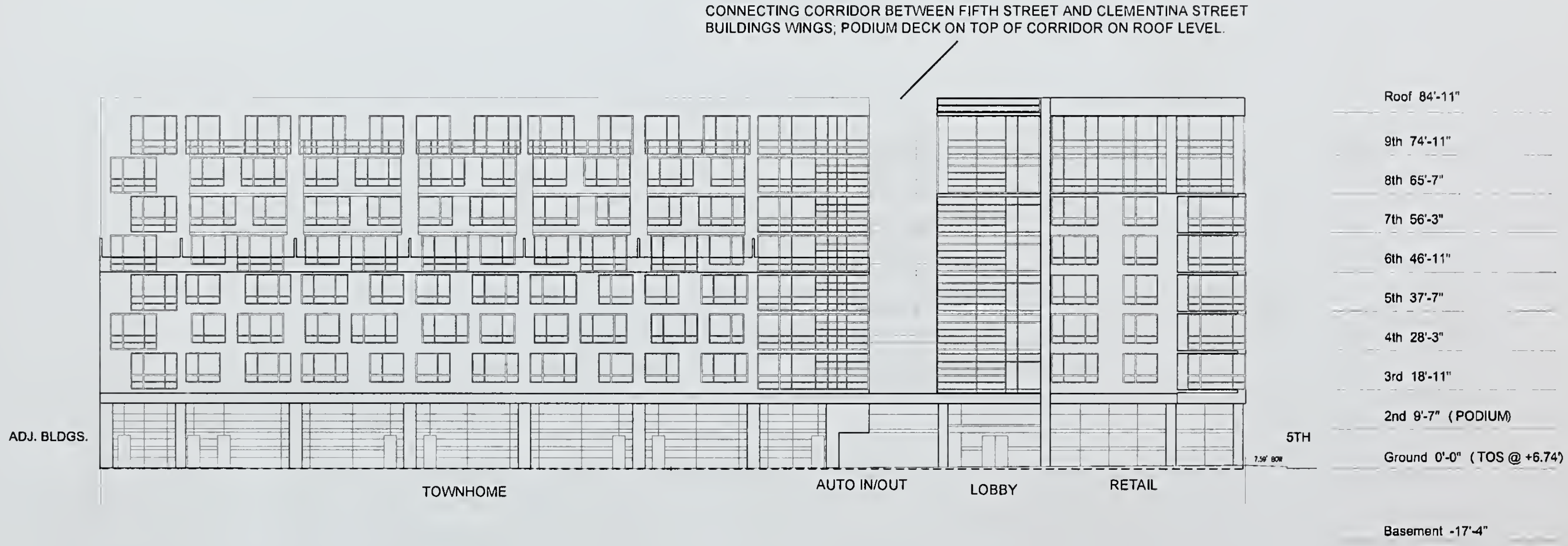
260 FIFTH STREET PROJECT

FIGURE 8: PROPOSED ROOF PLAN



SOURCE AGI Capital Group, Inc., 2008.

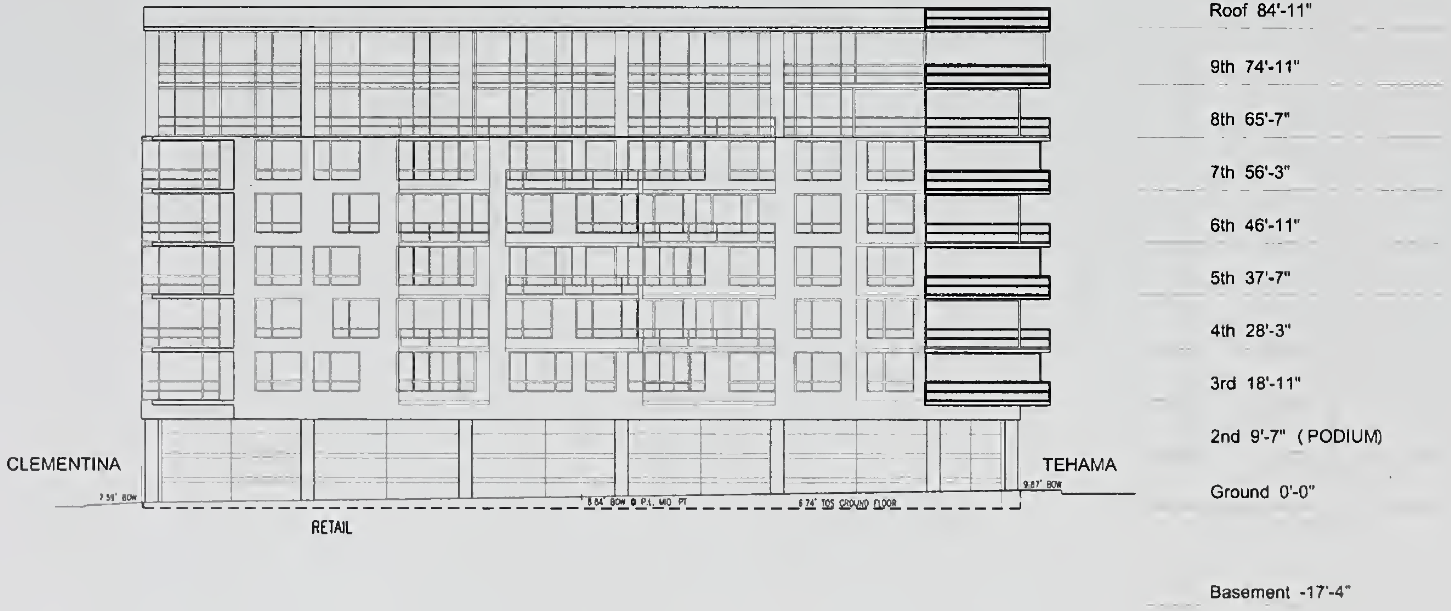
FIGURE 9: TEHAMA STREET (NORTH) ELEVATION



SOURCE: AGI Capital Group, Inc., 2007.

260 FIFTH STREET PROJECT

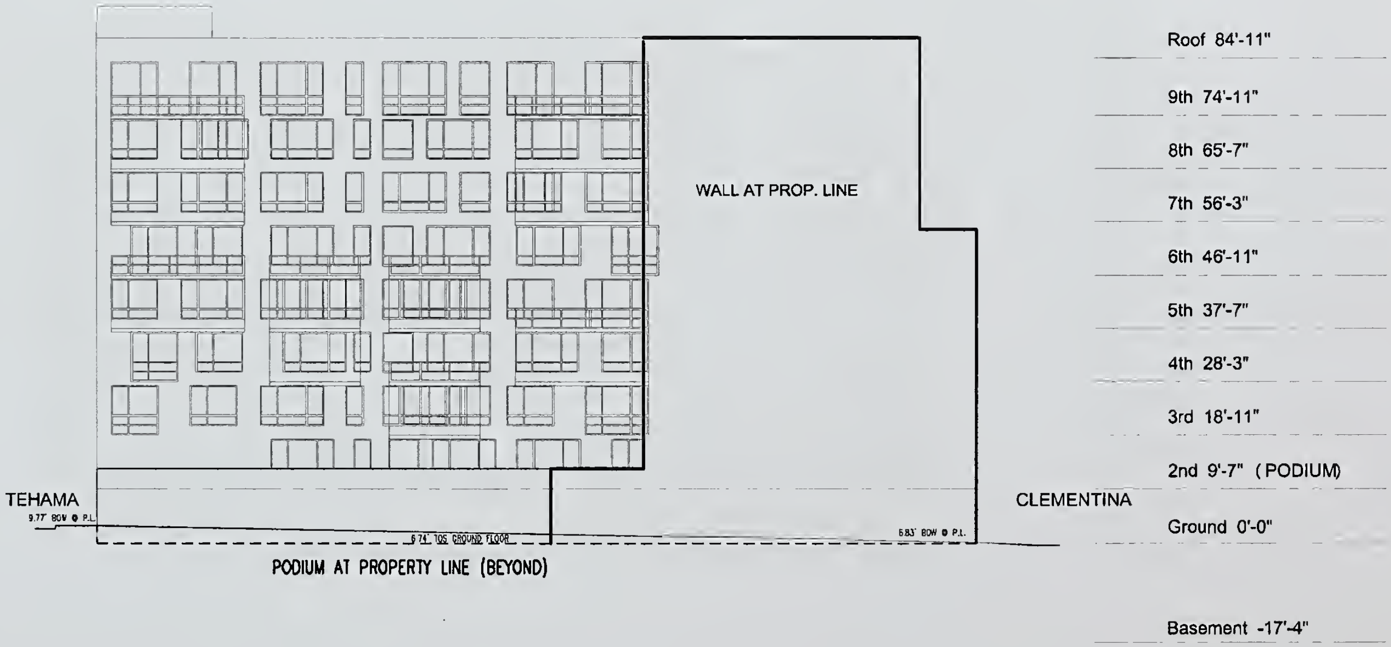
FIGURE 10: CLEMENTINA STREET (SOUTH) ELEVATION



SOURCE AGI Capital Group, Inc., 2008.

260 FIFTH STREET PROJECT

FIGURE 11: FIFTH STREET (EAST) ELEVATION



SOURCE: AGI Capital Group, Inc., 2008.

260 FIFTH STREET PROJECT

FIGURE 12: MIDBLOCK BETWEEN FIFTH & SIXTH STREETS (WEST) ELEVATION

Both garage levels would provide direct access to the resident lobby. There would be 60 bicycle spaces in the ground floor garage.

The project design would have a combination of 50 percent glass and 50 percent plaster facades, with varied window patterns, bays, and balconies. See Figures 9 through 12, project elevations (pp. 33 – 36). Color choices would be consistent with neighborhood environs, which include painted stucco, concrete, masonry, and some brick façades. The buildings would have flat roofs, with open space on the roof of the Fifth Street-facing structure, and a vegetated "green roof" atop the roof of the Clementina Street-facing structure. Site landscaping would be designed with an emphasis on water-efficient landscaping and native plant species. The proposed project would provide additional street trees and new sidewalk pavement on Clementina Street.

Excavation depth would be approximately 30 feet and would remove approximately 14,740 cubic yards of soil. The proposed project would use piles and a slab foundation.

Project construction is anticipated to begin in late 2009 and would be complete in late 2011. Construction would take approximately 21 to 27 months. Project construction cost is estimated at $31,750,000.

The project sponsor would seek certification for the project as a Leadership in Energy and Environmental Design (LEED) Gold project or equivalent as recognized by the San Francisco Planning Department. In order to achieve LEED Gold certification or equivalent as recognized by the San Francisco Planning Department, the proposed project would include:

- Convenient access to public transportation, bicycle storage facilities, and preferred parking for low-emitting and fuel-efficient vehicles;
- On-site renewable energy;
- Water-efficient landscaping;
- Optimized energy performance;
- Potentially vegetated roof to reduce stormwater runoff and decrease heat island effect; and
- Use of low VOC-emitting[5] adhesives, sealants, paints, coatings and carpet to limit off-gassing and promote high air quality within the residential units.

---

[5] VOC is an abbreviation for "volatile organic compound". VOCs can be emitted by many construction materials, including adhesives and sealants, paints and other finish coatings, some wood products, and carpeting. VOCs have been found to induce greenhouse gas effects, and sustainable construction practices seek to minimize or eliminate construction-related VOC emissions.

D. INTENDED USES OF THE EIR

This EIR analyzes the potential effects of the 260 Fifth Street project, as determined in the Notice of Preparation of an Environmental Impact Report (NOP), issued June 11, 2008. The Initial Study attached to the NOP, Appendix A of this EIR, found that the proposed project would have potential significant effects on cumulative land use, transportation and circulation, and cultural resources. The Initial Study found that the proposed project effects on other environmental topics would not be significant adverse impacts, or would be less-than-significant effects with implementation of the mitigation measures adopted by the project sponsor and listed in the Initial Study. (See also the discussion of project description changes since publication of the Initial Study, p. I-2.)

Should the Planning Commission certify the EIR and adopt findings under the California Environmental Quality Act (CEQA), this EIR would be used for consideration of a *Planning Code* Section 329 authorization, and other discretionary project approvals required under the recently adopted MUR zoning, by the Planning Commission. Project approvals required in the form of *Planning Code* Section 329, "Large Project Authorization in Eastern Neighborhoods Mixed Use Districts" exceptions (adopted in December 2008 as part of the Eastern Neighborhoods project) are listed below:

- Exception for providing off-street parking in excess of one space per four residential units, pursuant to *Planning Code* Section 151.1, including findings under Section 151.1(f) that the additional parking would not unduly impact pedestrian spaces or movement, transit service, bicycle movement, or the overall traffic movement in the area; would not degrade the overall urban design quality of the project; would be architecturally screened and, where appropriate, lined with active use; and would not diminish the quality and viability of existing or planned streetscape enhancements.
- Exception to allow for the provision of no off-street freight loading spaces, where one space would otherwise be required, pursuant to *Planning Code* Section 152.1.
- Exception to the requirement for a 25 percent rear yard setback at the lowest story containing a dwelling unit (namely, the first story), pursuant to *Planning Code* Section 134.
- Authorization for Modification of the Horizontal Massing Breaks pursuant to *Planning Code* Section 270.1 (d)
- Authorization for Modification to Dwelling Unit Exposure per *Planning Code* Section 329
- Authorization for Modification to Dwelling Unit Mix per *Planning Code* Section 207.6.
- Exception to allow the construction of fewer than 40 percent two-bedroom or larger units, pursuant to *Planning Code* Section 841.

At this time, the 900 Folsom Street Project, which would be constructed on a site immediately adjacent to 260 Fifth Street, is also under review by the Planning Department. That project would construct a nine-story, mixed-use development on Fifth Street between Clementina and Folsom Streets, immediately south of the 260 Fifth Street project site. The project sponsor for 900 Folsom Street is Avant Housing, which is a venture of TMG Partners, AGI Capital Group, and California Public Employees Retirement System (CalPERS). AGI Capital Group is also the sponsor of this 260 Fifth Street Project. The two projects are separate for purposes of project review under the CEQA and the *Planning Code*. However, given the proximity of the proposed 900 Folsom Street project, this EIR considers the cumulative effects of the proposed project and the 900 Folsom Street project where appropriate.

THIS PAGE INTENTIONALLY LEFT BLANK

III. Environmental Setting and Impacts

A. PLANS, POLICIES, AND LAND USE

This section analyzes the proposed project's potential contribution to cumulative land use effects within the Eastern Neighborhoods Program Area by analyzing whether the proposed project would contribute to a substantial, adverse change in the area's land use character by adversely affecting the City's ability to meet its potential future production, distribution, and repair (PDR) employment and businesses space needs as expressed in the City's *General Plan.* A detailed description of the project site, surrounding land uses, and other related existing conditions or project-specific land use impacts can be found in Chapter II, Project Description, and in the Initial Study in Appendix A. The Initial Study, Section C, Compatibility with Existing Zoning and Plans, pp. 16-22, discusses the project's relationship to applicable policies, plans and regulations: including the Residential Service Mixed-Use (RSD) and the 40-X and 85-B Height and Bulk districts, FAR and residential density, open space and rear yard requirements, and parking requirements that formerly applied to the project site. The Initial Study, Section E.1, Land Use and Land Use Planning, pp. 23-27, concludes that the proposed project would not result in a significant project-level or cumulative impact by dividing an established community or substantially impacting neighborhood character. These topics are not discussed in this EIR. The Initial Study, however, found that the proposed project would result in the loss of land that could theoretically be developed for PDR use and that, therefore, the proposed project would result in a cumulatively considerable contribution to a potentially significant cumulative impact on the City's ability to meet its PDR space needs in the Eastern Neighborhoods. This topic is analyzed further below.

Since the completion of the Initial Study, the project area has been rezoned from RSD to Mixed-Use Residential (MUR). The applicable height and bulk districts changed, as did the requirements relating to the provision of PDR floor area, and other zoning controls relevant to the proposed project approvals. These changes are described below.

SETTING

EASTERN NEIGHBORHOODS REZONING AND COMMUNITY PLANS

After several years of analysis, community outreach, and public review, the Eastern Neighborhoods Rezoning and Area Plans Project (EN project) was adopted in December 2008, and is now being implemented by the Planning Department. The EN project considered rezoning of three of four area plans identified in the Planning Department's February 2003 draft *Community Planning in the Eastern Neighborhoods: Rezoning Options Workbook* (the *Workbook*): Showplace Square/Potrero Hill, the Mission District, the Central Waterfront, which was originally part of the Better Neighborhoods program (see Figure 13, p. 43), and the eastern portion of the South of Market (East SoMa). The project site sits within this East SoMa area. The EN project was adopted in part to support housing development in some areas currently zoned to allow industrial uses, while preserving an adequate supply of space for existing and future PDR employment and businesses. The EN project included changes to existing height and bulk districts in some areas, including the project site.

During the EN project adoption phase, the Planning Commission held public hearings to consider the various aspects of the proposed area plans, and Planning Code and Zoning Map amendments. On August 7, 2008, the Planning Commission certified the EN project Final EIR (FEIR) with Motion 17659[6] and adopted the Preferred Project for final recommendation to the Board of Supervisors.[7]

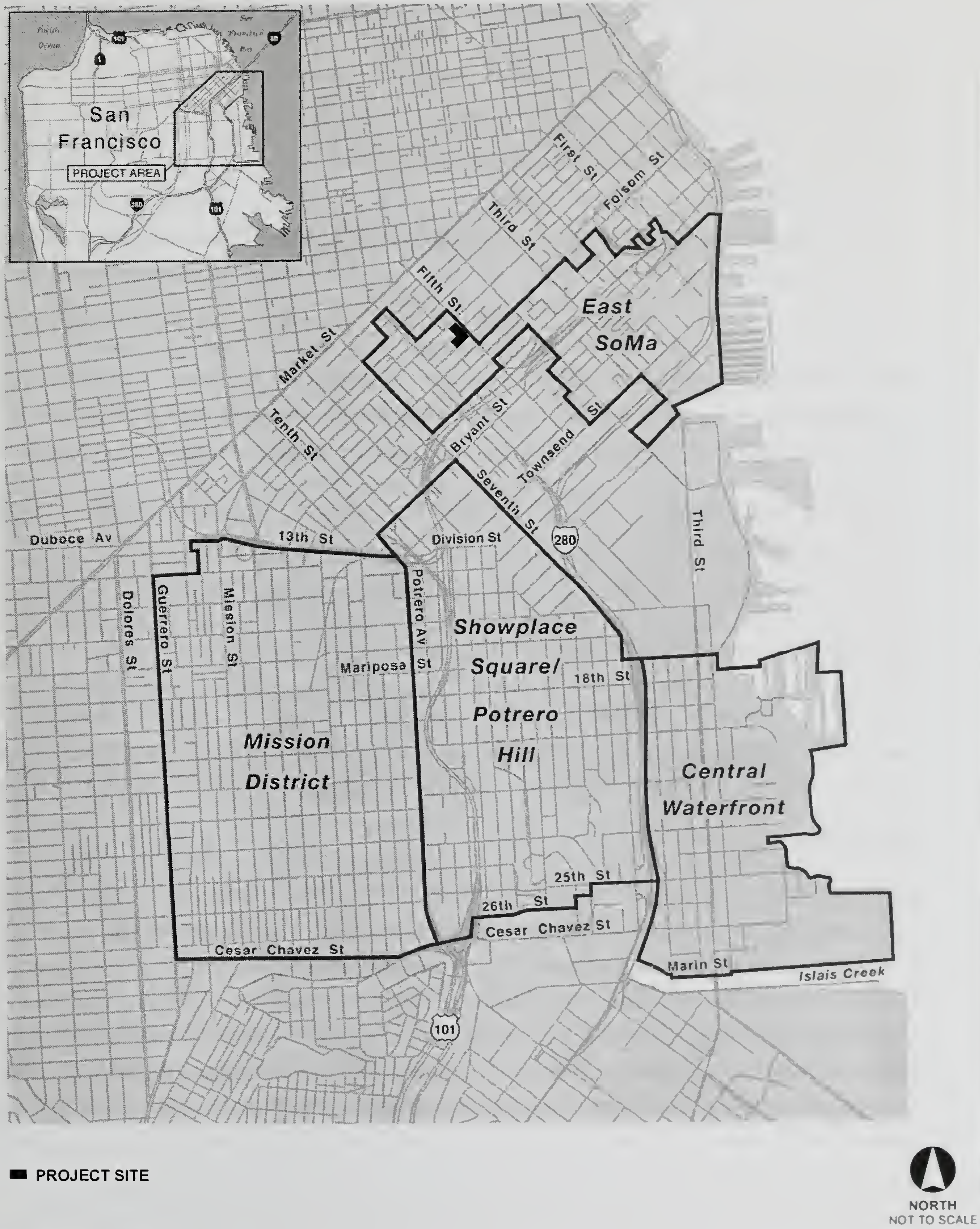
In December 2008, after further public hearings, the Board of Supervisors approved and the Mayor signed the Eastern Neighborhoods rezoning and *Planning Code* amendments. New zoning districts include districts that would permit PDR uses in combination with commercial uses; districts mixing residential and commercial uses and residential and PDR uses; and new residential-only districts. The districts replaced existing industrial, commercial, residential single-use, and mixed-use districts.

The adopted EN project is based on the findings of the Eastern Neighborhoods Final Environmental Impact Report (FEIR), a comprehensive programmatic document that presents an analysis of the environmental effects of implementation of the Eastern Neighborhoods Rezoning and Area Plans Project, as well as the potential impacts under several proposed alternative scenarios. The Eastern Neighborhoods Draft Environmental Impact Report (DEIR) evaluated three rezoning alternatives, two community-proposed alternatives which focused largely on the Mission District, and a "No Project" alternative. One of these alternatives was

---

[6] *Eastern Neighborhoods Rezoning and Area Plans Final Environmental Impact Report*, Planning Department Case No. 2004.0160E, certified August 7, 2008. The FEIR is on file for public review at the Planning Department, 1650 Mission Street Suite 400 as part of Case No. 2004.0160E, or at: http://www.sfgov.org/site/planning_index.asp?id=67762.

[7] San Francisco Planning Commission Motion 17659, August 7, 2008. http://www.sfgov.org/site/uploadedfiles/planning/Citywide/Eastern_Neighborhoods/Draft_Resolution_Public%20Parcels_FINAL.pdf



SOURCE: Eastern Neighborhoods Final EIR.

260 FIFTH STREET PROJECT

FIGURE 13: EASTERN NEIGHBORHOODS PLANNING AREAS

selected as the "Preferred Project" because it was found to have the fewest potential impacts on the environment. The Planning Commission adopted the Preferred Project after fully considering the environmental effects of the Preferred Project and the various scenarios discussed in the FEIR.

A major issue of discussion in the Eastern Neighborhoods rezoning process was the degree to which existing industrially-zoned land would be rezoned to primarily residential and mixed-use districts, thus reducing land traditionally used for PDR, employment and businesses. Among other topics, the Eastern Neighborhoods FEIR assesses the significance of the cumulative land use effects of the rezoning by analyzing its effects on the City's ability to meet its future PDR space needs as well as its ability to meet its housing needs as expressed in the City's *General Plan*.

In selecting the Preferred Project alternative, the Commission found that, among other considerations, the Preferred Project would be "the best to create a complete neighborhood with a balance of housing and jobs." The Commission further found that, "The Preferred Project forecasts a greater potential amount of residential development than would be encouraged under the continuation of current zoning controls into the future. In order to balance housing growth with the retention of space for jobs and businesses, the Preferred Project retains more space for PDR jobs than under the No Project scenario . . . Because the amount of PDR [space] lost as part of the project cannot be precisely gauged, the EIR finds that the Preferred Project would result in significant impact on the cumulative land supply . . . for PDR uses."[8]

EAST SOMA AREA PLAN

The project site falls within the boundaries of the *East SoMa Area Plan*, which presents recommendations that have been drawn from the original project options mentioned above and analyzed in the Eastern Neighborhoods FEIR. The *East SoMa Area Plan,* as adopted by the Planning Commission, is intended to "guide the location, intensity and character of new and expanded business and residential activity, the buildings which house these activities, and the public facilities and resources provided within the area covered in the plan. In addition to recommending development policies and zoning rules, the plan recommends measures to be undertaken by other city agencies that would improve the physical environment and general neighborhood livability of the area."[9] The *East SoMa Area Plan* recommends rezoning to realize its goals of achieving an appropriate mix of uses in the area, encouraging diversity in the mix of businesses and residents, and improving community facilities and streets. This rezoning was adopted as part of the EN project, in December 2008. As noted above, pursuant to the Eastern Neighborhoods rezoning, adopted by the Board of Supervisors in December 2008, the project site is now zoned Mixed Use-Residential (MUR), where residential and retail uses are principally permitted uses.[10]

---

[8] *San Francisco Planning Commission Motion 17659,* August 7, 2008, p. 21

EXISTING ZONING AND LAND USES IN THE PROJECT VICINITY

As noted above, the project site was formerly in an RSD zone. This RSD zone was identified as serving as a buffer between the higher-density, predominantly commercial area of Yerba Buena Center to the east and the low-scale, predominantly service/industrial area west of Sixth Street, and served as a major housing opportunity area within the South of Market District. The RSD land use district controls were intended to facilitate the development of high-density, mid-rise housing, including residential hotels, while also encouraging the expansion of neighborhood commercial services, and retail, business service, and cultural arts activities. Retail, general commercial, home, personal, and business services, light industrial, institutional, cultural arts and artisan, and parking were generally permitted uses. Dwelling units and SRO units were permitted as a principal use (*Planning Code* Section 815).

As noted above, in December 2008, the Board of Supervisors approved, and the Mayor signed legislation enacting zoning changes and *Planning Code* amendments for the Eastern Neighborhoods. The project site was rezoned as part of this process. Under the rezoning, the project site is now within an Eastern Neighborhoods Mixed Use – Residential (MUR) district, and the two project lots are now within an 85-X Height and Bulk district. This new MUR district, established in *Planning Code* Section 841, has purposes similar to the former RSD district, namely, to serve "as a buffer between the higher-density, predominantly commercial area of Yerba Buena Center to the east and the lower-scale, mixed use service/industrial and housing area west of Sixth Street . . . The MUR serves as a major housing opportunity area within the eastern portion of the South of Market. The district controls are intended to facilitate the development of high-density, mid-rise housing, including family-sized housing and residential hotels. The district is again designed to encourage the expansion of neighborhood commercial, retail, business service and cultural arts activities. Continuous ground floor commercial frontage with pedestrian-oriented retail activities along major thoroughfares is encouraged."

---

[9] San Francisco Planning Department, *Draft East SoMa Area Plan*, April 2007. This plan is on file for review at the Planning Department, 1650 Mission Street Suite 400, or at http://www.sfgov.org/site/uploadedfiles/planning/Citywide/pdf/SoMa_Area_Plan_DRAFT07.PDF.

[10] San Francisco Planning Department, *Proposed Area Plans, New Zoning and Heights, April 2008*. This document is available at http://www.sfgov.org/site/planning_index.asp?id=67762.

The project site is located within a Mixed Use-Residential (MUR) zone. The proposed project would require Planning Commission review for exceptions under *Planning Code* Section 329 "Large Project Authorization in Eastern Neighborhoods Mixed Use Districts." Section 329 review is triggered because the project sponsor proposes construction of a new building greater than 75 feet in height, resulting in a net addition of more than 25,000 gsf. The proposed project would require approval of exceptions through the Section 329 review process for: (a) exception for providing off-street parking in excess of one space per four residential units; (b) exception to allow for the provision of no off-street freight loading spaces, where one space would otherwise be required, pursuant to Planning Code Section 152.1; (c) exception to the requirement for a 25 percent rear yard setback at the lowest story containing a dwelling unit (namely, the first story), pursuant to Planning Code Section 134; (d) authorization for Modification of the Horizontal Massing Breaks pursuant to Planning Code Section 270.1 (d); (e) authorization for Modification to Dwelling Unit Exposure per Planning Code Section 329; (f) authorization for Modification to Dwelling Unit Mix per Planning Code Section 207.6.and (g) exception to allow the construction of fewer than 40 percent two-bedroom or larger units, pursuant to Planning Code Section 841.The proposed project would include 20 percent two-bedroom or townhouse units (a total of 36 units).

The proposed project would be consistent with the requirements of the height and bulk district within which the two subject parcels sit. The project would be consistent with the MUR zoning and the *East SoMa Area Plan* in all ways other than those just listed.

The existing 28,641-square-foot project site currently contains an approximately 42,000 sf, two-story (including mezzanine) warehouse structure. This structure housed an event promotion business (now vacant office space) and art gallery space. A paved surface parking lot covers the remainder of the lot, and provides 35 parking spaces. Existing land uses in the immediate vicinity of the project site include a range of residential densities, retail, and office uses, with limited light-industrial and warehouse uses. Within the larger neighborhood context, mixed land uses are also prevalent, with a growing number of high-density residential projects. The most substantial building in the vicinity is the Intercontinental Hotel, which rises 32-stories (340 feet) above the northeast corner of the intersection of Fifth and Howard Streets, one-half block north of the project site. Other larger buildings in the vicinity include the Yerba Buena Lofts on

Folsom Street, just east of the project site across Folsom Street, and the six-story Alexis Towers apartment building directly across from the project site on Fifth Street. There are several residential loft or condominium buildings within the surrounding blocks, including a six-story residential building under construction immediately adjacent to the site. A nine-story mixed-use development is also proposed for 900 Folsom Street, across Clementina Street from the project site. The 900 Folsom Street Project is currently under review by the Planning Department.

The Powell Street BART/MUNI Metro transit station is three blocks to the north of the project site. The Caltrain depot is located five blocks to the southeast. Other major land uses in the site vicinity include the Moscone Center and Yerba Buena Gardens, one block east of the project site.

CUMULATIVE LAND USE CHANGE IN THE EASTERN NEIGHBORHOODS REZONING STUDY AREA

The analysis of cumulative physical land use change in the EN project FEIR was based on assumptions regarding the portions of the Eastern Neighborhoods where the greatest change to existing zoning was expected to occur and upon the growth projections included in that FEIR. The specific area and scope of anticipated land use change was determined by an examination of where new use districts and height and bulk rules could be expected to foster new development.

The EN project FEIR identifies areas most likely to undergo land use changes under the rezoning options and the No Project (existing zoning) alternative. With respect to the project site vicinity, the FEIR, p. 30, states that in East SoMa, more intensive development would be anticipated:

> In East SoMa, existing zoning is currently mixed-use and residential use is permitted in most districts except for within the Service/Light Industrial (SLI) District, where only affordable housing is permitted. Therefore, the area in East SoMa of greatest change would be the blocks south, southwest, west, and northwest of the block that contains South Park, where Options B and C would result in the rezoning of most of the land from SLI to mixed-use; height limits would increase the most under Option C. Also, in the existing Residential/Service Mixed-Use (RSD) district, between Fourth and Sixth Streets north of Harrison Street, where height limits would be increased on the major streets (Fifth, Sixth, Seventh, Harrison, Folsom, Howard, and Mission [between Sixth and Seventh Streets only] Streets), the result would likely be more residential developed on those arterials.

The EN project FEIR concluded that, while the character of land uses and neighborhoods would change as a result of rezoning in the Eastern Neighborhoods, new residential development would be directed to areas most suitable for future residential development, and PDR uses would be encouraged in areas best suited for PDR uses. However, the FEIR concluded that the cumulative physical land use change associated with such development, specifically the loss of land available for development of PDR uses, would be considered adverse and therefore, would be a significant impact under CEQA. The EN project FEIR concluded that rezoning in the Eastern Neighborhoods would result in reduction in the supply of land and buildings available for PDR use, based on conservative assumptions for future PDR activities. This potential loss of space available for PDR uses could result in displacement of PDR businesses and jobs, which would be a potentially adverse social and economic effect stemming from the physical land use changes that would be enabled by the rezoning. In certifying the EN project FEIR, the Planning Commission therefore found:

> Implementation of the Eastern Neighborhoods Rezoning and Area Plan Project would result in a potentially significant, adverse impact in the cumulative supply of land for PDR uses and would not be mitigable without substantial change in use controls on land under Port of San Francisco jurisdiction. [*San Francisco Planning Commission Motion 17659*, August 7, 2008, p. 14]

IMPACTS

SIGNIFICANCE THRESHOLDS

A project would have a significant effect on the environment in terms of land use if it were to:

- Disrupt or divide the physical arrangement of an established community;
- Have a substantial adverse impact on the existing character of the vicinity; or
- Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the *General Plan*, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.

IMPACT EVALUATION

Project Effects

The Initial Study, Appendix A, pp. 23-27, determined that the proposed project would have a less-than-significant effect on a project level for the land use criteria above. The Initial Study found that the project, with residential and retail uses, would be consistent with the existing character of the area and would not present a physical barrier to movement throughout the community. The proposed project would not result in a significant adverse impact on the character of Fifth Street, Folsom Street, and the surrounding East SoMa neighborhood. The Initial Study found no identifiable project-specific conflict with City land use plans, policies, or regulations adopted for the purpose of avoiding or mitigating an environmental effect and concluded that development of non-PDR uses on a site zoned to permit future PDR uses would not, in itself, constitute a project-specific physical environmental effect.

Although the proposed project's direct land use impacts would be less than significant, its contribution to cumulative land use impacts, when combined with other reasonably foreseeable development in the Eastern Neighborhoods Program Area, may be significant. Because the project site is within the adopted MUR district, which would permit PDR uses, this project EIR analyzes the proposed project's potential to contribute to cumulatively significant land use effects related to loss of PDR land use in the Eastern Neighborhoods.

Cumulative Impacts Analysis

As discussed in the Initial Study, the social and economic changes resulting from a project should not be treated as significant effects on the environment under CEQA unless they involve substantial physical impacts. However, the social and economic effects of a substantial physical change may be used to determine if it is adverse (CEQA Guidelines Section 15064(e)). Thus, if the physical change caused by a project were substantial, and the social and economic effects caused by the substantial cumulative physical change were adverse, then the physical change could be a significant effect under CEQA. Therefore, the replacement of formerly industrial uses with residential or mixed-use development, a process that could be accelerated by rezoning in the Eastern Neighborhoods, could result in a potentially substantial cumulative physical change in land use character.[11]

Future PDR Space Needs in the Eastern Neighborhoods Rezoning Area

As discussed above, the project site is now zoned MUR, a designation that permits a range of PDR uses and non-PDR uses. The project site currently contains a two-story (including mezzanine) building, totaling approximately 42,000 sf, in which there are two approved uses, namely, a vacant space approved for office use (formerly the offices of Bill Graham Enterprises) and an art gallery, the Braunstein/Quay Gallery. Neither of these uses is considered to be a PDR use[12]. The remainder of the property is asphalt-coated surface parking lot area, which is not considered to be a PDR use. A records search shows that the site was probably first improved in 1899. Between 1899 and 1923, it contained stores, a saloon, and residential dwellings. An older commercial building was located on the northern corner of the subject property until approximately 1956. In 1923, a separate warehouse building was constructed on the property. For the period from 1947 to 1969, the warehouse building was occupied by a pattern company and a publisher, and then by the Continental Service Company (a Bank of America entity that stored bank records and furnishings on the property). From 1969 through 1984, the building housed a real estate office. From 1984 to the present, the office and art gallery have been the sole uses in the warehouse structure (including the 1986-1991 period when Bill Graham Enterprises used the facility for office space). Use of remaining site area as a parking lot began as early as 1974.[13]

---

[11] The Eastern Neighborhoods FEIR, p. 68, also noted that there would be a loss of PDR space and an associated decrease in PDR jobs under the No Project (existing zoning) alternative.

The site's MUR zoning permits PDR use on the project site. The project site is approximately 28,641 sf, and as the project would involve developing the site with non-PDR uses, implementation of the proposed project would result in a reduction of 28,641 sf of site area that could theoretically be developed for future PDR uses. This reduction would be part of the project change in buildout in the East SoMa area analyzed in the Eastern Neighborhoods FEIR. The Eastern Neighborhoods FEIR found that the net reduction in land available for development of PDR uses would range from 759,097 gsf in the Eastern Neighborhoods Option C rezoning scenario, to 636,620 gsf in Option A rezoning scenario, and 554,865 gsf with the "No Project" condition.[14] The proposed project would redevelop the project site into a mixed-use residential and commercial use. As a result, the proposed project would preclude a future PDR use of the site, thereby incrementally reducing the supply of land suitable for PDR development in the Eastern Neighborhoods area.

The proposed project at 260 Fifth Street would redevelop the project site into a mixed-use residential and commercial use. As a result, the proposed project would preclude a future PDR use of the site, thereby (a) eliminating an existing warehouse structure that could accommodate future PDR uses, and (b) incrementally reducing the supply of land suitable for PDR development in Eastern Neighborhoods to meet projected demand for PDR space.

---

[12] "Arts Activities" are considered to be PDR uses. The Eastern Neighborhoods Zoning Guide (a summary of Eastern Neighborhoods legislation effective as of January 19, 2009) considers the *production* of art a PDR use. Therefore, this EIR assumes that the existing art gallery(ies) at 260 Fifth Street are not PDR uses.

[13] AEI Consultants, *Phase I Environmental Site Assessment 232-260 Fifth Street, 401 Tehama Street, 400-432 Clementina Street, San Francisco, California,* April 27, 2007. This report is available for review at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2007.0690E.

[14] Table 13, East SoMa: Projected residential and non-residential floor area, 2,026. Eastern Neighborhood FEIR, p. 70.

Impact LU-1: Significant Cumulative Effect on Displacement of PDR Uses

> The proposed project would contribute to a greater deficit in PDR space than would otherwise occur without the project, thereby contributing to greater displacement of PDR businesses and jobs than would otherwise occur. For purposes of this EIR, which reflects the findings of the EN project FEIR, this loss of opportunity for PDR use on the project site and the potential associated displacement of PDR businesses and jobs would be considered a significant, cumulative impact of the proposed project, which, by definition, would develop the project site in a manner that would preclude the possibility of PDR use in the future.

MITIGATION MEASURES

No mitigation has been identified for the proposed project's contribution to the cumulative loss of land available for PDR use in the Eastern Neighborhoods rezoning area. This impact, therefore, would be significant and unavoidable.

THIS PAGE INTENTIONALLY LEFT BLANK.

B. TRANSPORTATION

This chapter summarizes the information presented in the *900 Folsom Street and 260 Fifth Street Projects Transportation Study*, conducted by CHS Consulting Group under the direction of the Planning Department.[15]

ENVIRONMENTAL SETTING

REGIONAL ACCESS

U.S. 101 and Interstate 80 (I-80) provide primary regional access to the project site. U.S. 101 serves San Francisco, the South Bay, and the North Bay via the Golden Gate Bridge. The San Francisco-Oakland Bay Bridge is part of I-80 and connects San Francisco with the East Bay. U.S. 101 merges with I-80 to the south of the project site. Access to and from U.S. 101 southbound includes the on- and off-ramps at Seventh/Harrison and Seventh/Bryant Streets, as well as at the intersections of Tenth/Bryant and Ninth/Bryant Streets, respectively. The primary access points between the East Bay and the project site are via the I-80 westbound off-ramp at Fifth and Harrison Streets and the eastbound on-ramp at Fifth and Bryant Streets.

Interstate 280 (I-280) provides regional access from the South of Market (SoMa) area of downtown San Francisco to southwest San Francisco and the South Bay/Peninsula. Access points near the project site to I-280 are at King Street west of Fourth Street, and Sixth Street at Brannan Street.

LOCAL STREETS

Folsom Street runs between The Embarcadero and the Bernal Heights neighborhood. Near the project site, it is primarily a one-way, eastbound arterial with four travel lanes. Folsom Street forms a one-way couplet with Howard Street. The *San Francisco General Plan* identifies Folsom Street as a Major Arterial from The Embarcadero to 14th Street and a Citywide Bicycle Route from The Embarcadero to South Van Ness Avenue. Within the vicinity of this project, there is a

---

[15] CHS Consulting Group, *900 Folsom Street and 260 Fifth Street Projects Transportation Study*, May 2009. The *Transportation Study* analyzes the 260 Fifth Street project with 178 residential units and 5,719 gsf of retail space; the proposed project now would include 179 units and 5,173 gsf of retail space. The additional residential unit would not substantially change the effects analyzed in the *Transportation Study*, and the effects with the retail floor area would be conservatively higher, with regard to trip generation and parking demand, than the impacts expected to occur with proposed project. The *Transportation* Study report is available for review at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2007.0690E.

Class II bicycle lane[16] on the south side of Folsom Street (Bicycle Route 30). Parking is permitted on both sides of Folsom Street.

Howard Street runs between The Embarcadero and South Van Ness Avenue. It is a one-way arterial west of Fremont Street, with four travel lanes in the westbound direction. The *San Francisco General Plan* identifies Howard Street as a Major Arterial, a Citywide Bicycle Route, and a Freight Traffic Route. A Class II bicycle lane for Route 30 runs on the north side of Howard Street from Fremont to Eleventh Streets. Howard Street is part of the Congestion Management Program (CMP) and Metropolitan Transportation System (MTS) networks. Between Fourth and Eleventh Streets, there is parking on both sides of Howard Street.

Clementina Street is a one-way, generally eastbound, alley that exists intermittently between First and Ninth Streets. Between Fifth and Sixth Streets, Clementina Street has on-street parking on the south side of the street.

Tehama Street is a one-way westbound alleyway that exists intermittently between First and Ninth Streets. Between Fifth and Ninth Streets, Tehama has 7-foot-wide sidewalks on both sides of the street and on-street parking on the north side of the street.

Harrison Street runs between The Embarcadero and Bernal Heights. It is a one-way arterial with five lanes in the westbound direction, west of Third Street. Harrison Street serves as a primary route to the Fourth Street I-80/U.S. U.S. 101 southbound on-ramp and to the I-80 on-ramp at First and Essex Streets. The *San Francisco General Plan* identifies Harrison Street as a Major Arterial between The Embarcadero and 13th Street, and a Transit Important Street between Fourth and 13th Streets. Harrison Street forms a couplet with Bryant Street, with parking on both sides of the street.

Fourth Street runs between Market Street and Third Street in the Mission Bay area. Near the project site, Fourth Street is a one-way, four-lane southbound roadway. Fourth Street forms a one-way couplet with northbound Third Street. The *San Francisco General Plan* identifies Fourth Street as a Major Arterial and a Transit Important Street. On-street parking is generally limited to loading/unloading and passenger zones in the vicinity of the project site.

Fifth Street runs between Market and Townsend Streets and is a two-way roadway with two travel lanes in each direction. The *San Francisco General Plan* identifies Fifth Street as a Major Arterial between Market and Brannan Streets, and a Citywide Bicycle Route between Market and Townsend Streets. Fifth Street is designated as a Neighborhood Pedestrian Street between Market and Mission Streets and a Freight Traffic Network Street between Market and Brannan Streets. Fifth Street is a designated Class III bicycle route (Route 19) on both sides of the street,[17] and includes parking on both sides of the street.

---

[16] A Class II bicycle lane provides a striped lane for one-way bike travel on a street or highway.

Sixth Street runs between Market and Townsend Streets and provides access to the I-280 on-ramp at Brannan Street. In the vicinity of the project site, Sixth Street has two travel lanes in each direction. The *San Francisco General Plan* identifies Sixth Street as a Major Arterial between Market and Brannan Streets, a Neighborhood Pedestrian Street between Market and Folsom Streets, and a Neighborhood Commercial Street (as well as a Freight Truck Route) between Market and Folsom Streets. Sixth Street is a part of the CMP and MTS networks.

On-street parking is provided throughout the project area (the area bounded by Sixth Street to the west, Fourth Street to the east, Howard Street to the north, and I-880 to the south).

INTERSECTION LEVEL OF SERVICE CONDITIONS

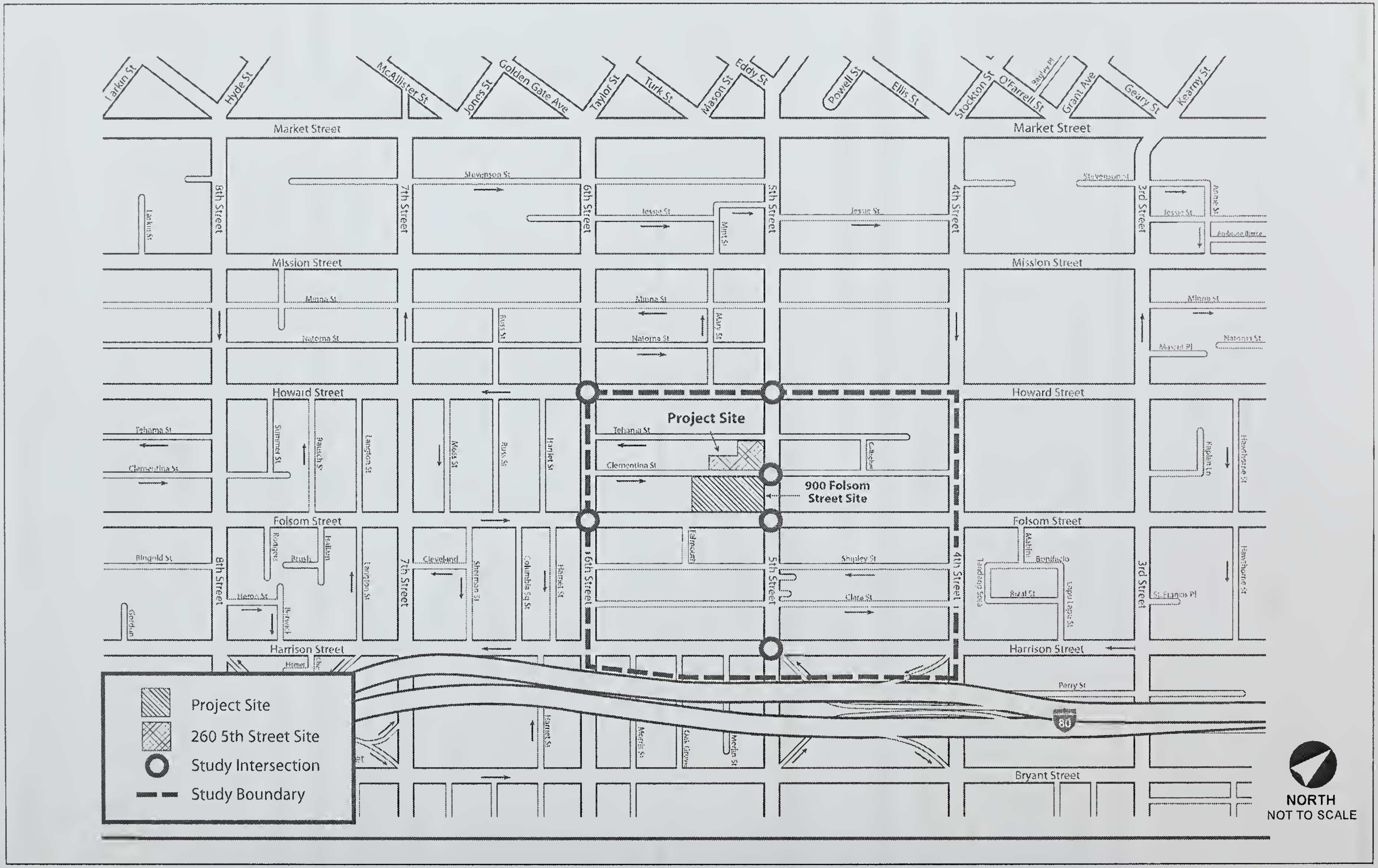
Existing intersection operating conditions were evaluated for intersection Level of Service (LOS) during the weekday PM peak hour (generally between 5:00 p.m. and 6:00 p.m.) and the PM peak period (4:00 p.m. to 6:00 p.m.) for the following six intersections in the vicinity of the project site, shown in Figure 14, p. 56:

- Fifth Street/Howard Street
- Fifth Street/Clementina Street
- Fifth Street/Folsom Street
- Fifth Street/Harrison Street/Freeway (I-80) off-ramp
- Sixth Street/Folsom Street
- Sixth Street/Howard Street

All of the study intersections except Fifth/Clementina are signalized. The operating characteristics of signalized intersections are described by the concept of LOS. LOS is a qualitative description of an intersection's performance based on the average delay per vehicle. Intersection levels of service range from LOS A, which indicates free flow or excellent conditions with short delays, to LOS F, which indicates congested or overloaded conditions with extremely long delays. LOS A through D are considered excellent to satisfactory service levels, LOS E is undesirable, and LOS F conditions are unacceptable.

---

[17] A Class III bike route provides bike travel that is shared with pedestrians or motor vehicle traffic.



SOURCE: CHS Consulting Group. 2008

260 FIFTH STREET PROJECT

FIGURE 14: TRANSPORTATION STUDY AREA

The study intersections were evaluated using the 2000 Highway Capacity Manual methodology (HCM). For signalized intersections, this methodology determines the capacity for each lane group approaching the intersection. The LOS is then based on average delay per vehicle (in seconds per vehicle) for the various movements within the intersection. A combined weighted average delay and LOS is presented for the intersection. In San Francisco, LOS E and F are considered unacceptable operating conditions for signalized intersections.

Table B-1, below, presents the results of the intersection LOS analysis for the existing weekday PM peak hour conditions. During the weekday PM peak hour, overall operating conditions at the study intersections are generally acceptable (at level of service conditions of LOS D or better).

TABLE B-1
INTERSECTION LEVEL OF SERVICE: EXISTING WEEKDAY PM PEAK HOUR

Intersection	Delay (seconds/vehicle)	LOS
Fifth/Howard	22.7	C
Fifth/Clementina[a]	1.2/18.6	A/C
Fifth/Folsom	17.6	B
Fifth/Harrison	41.2	D
Sixth/Folsom	17.2	B
Sixth/Howard	22.3	C

Source: CHS Consulting Group.

Note:

a. The intersection of Clementina and Fifth Streets is a non-signalized intersection; only the east-westbound direction has a stop sign, so delays and LOS are shown as XX/YY, for average and worst situations.

TRANSIT CONDITIONS

The project site is well-served by public transit, with both local and regional service provided nearby. Local service is provided by the San Francisco Municipal Railway (MUNI) bus, and light rail lines. Service to and from the East Bay is provided by Bay Area Rapid Transit (BART), Alameda–Contra Costa Transit (AC Transit) and ferries; service to and from the North Bay is provided by Golden Gate Transit buses and ferries. Service to and from the Peninsula and South Bay is provided by Caltrain, SamTrans, and BART.

MUNI provides transit service within the City and County of San Francisco, including bus (diesel and electric trolley), light rail (MUNI Metro), cable car, and historic streetcar lines.

MUNI operates 14 bus lines within the vicinity of the project site, including several cross-town bus lines that serve the downtown area. MUNI Metro lines and BART serve the Powell Street Station about three blocks north of the site.

Table B-2, below, presents the service frequencies and nearest stop locations for MUNI lines that operate near the project site. Several lines, namely, 9X, 9AX, 9BX, 14L, 14X, and 81x, provide peak period, peak direction service only (e.g., northbound, during the morning commute period, and southbound during the evening commute period).

TABLE B-2
NEARBY WEEKDAY MUNI SERVICE

Route	PM Peak Frequency	Nearest Stop
9X—San Bruno Express	10 minutes (inbound)	Fifth/Harrison
9AX—San Bruno A Express	10 minutes (outbound)	Fifth/Harrison
9BX—San Bruno B Express	10 minutes (outbound)	Fifth/Harrison
12—Folsom/Pacific	10 minutes/20 minutes Fillmore-2 Sixth Streets	Fifth/Folsom
14—Mission	6 minutes	Fifth/Mission
14L—Mission Limited	Midday only	Fifth/Mission
14X—Mission Express	10 minutes (outbound)	Fifth/Mission
26—Valencia	20 minutes	Fifth/Mission
27—Bryant	12 minutes	Fifth/Folsom
30—Stockton	9 minutes/4 to 5 minute east of Van Ness Avenue	Fourth/Folsom (to Caltrain) Third/ Folsom (to Broderick)
45—Union/Stockton	9 minutes	Fourth/Folsom (to Caltrain) Third/ Folsom (to Lyon)
47—Van Ness	8 minutes	Fifth/Harrison
76—Mann Headlands	60 minutes	Fourth/ Howard (to Caltrain) Third/Perry (to Marin headlands)
81X—Caltrain Express	AM service only	Third/Market

Source: MUNI, September 2007.

BART operates regional rail transit service in the East Bay (from Pittsburg/Bay Point, Richmond, Dublin/Pleasanton, and Fremont), and between San Mateo County (Daly City, San Francisco International Airport, and Millbrae) and San Francisco. Within downtown San Francisco, BART operates below Market Street. The closest station to the project site is the Powell Street station on Market Street, approximately three blocks northwest of the project site. During the PM peak period, headways are generally 5 to 15 minutes for each line.

Caltrain provides rail passenger service on the Peninsula between Gilroy and San Francisco. The San Francisco terminal is located at Fourth and Townsend Streets, approximately five blocks southeast of the project site. Caltrain currently operates 96 trains each weekday, with a combination of baby bullet, express, and local services. Headways during the PM peak period are approximately five to 30 minutes.

SamTrans, operated by the San Mateo County Transit District, provides bus service between San Mateo County and San Francisco. SamTrans operates 14 bus lines, which serve San Francisco, including 12 routes into the downtown area. In general, SamTrans service to downtown San Francisco operates along Mission Street to the Transbay Terminal, which is on Mission Street, between First and Fremont Streets, about five blocks east of the project site.

Golden Gate Transit, operated by the Golden Gate Bridge, Highway, and Transportation District, provides bus service between the North Bay (Marin and Sonoma Counties) and San Francisco. Golden Gate Transit operates 22 commuter bus routes, nine basic bus routes, and 16 ferry feeder bus routes into San Francisco, several of which are at or near the Transbay Terminal. Basic bus routes operate at regular intervals of 15 to 90 minutes depending on the time and day of week. Commute and ferry feeder bus routes operate at more frequent intervals in the mornings and evenings. Golden Gate Transit also operates ferry service between Larkspur and San Francisco, and between Sausalito and San Francisco. The San Francisco terminal is at the Ferry Building, near Market Street about eight blocks east of the project site.

AC Transit is the primary bus operator for the East Bay, including Alameda and western Contra Costa Counties. AC Transit operates 37 routes between the East Bay and San Francisco, all of which serve the Transbay Terminal (located about one mile east of the project site). Most transbay service is peak-hour and peak-direction (to San Francisco during the AM peak period and from San Francisco during the PM peak period), with headways of 15 to 30 minutes per route.

PEDESTRIAN CONDITIONS

Sidewalk widths in the study area range from seven to 12 feet. Sidewalk width is approximately eight feet along Harrison Street; seven to ten feet along Clementina Street; ten feet along Fifth, Sixth, and Folsom Streets; 12 feet along Howard Street; and just over seven feet along Tehama Street. Pedestrian volumes are generally light to moderate in the study area, and no obvious pedestrian-related deficiencies were observed in the immediate vicinity of the project site. Fifth Street experiences relatively heavier pedestrian volumes than the other streets in the vicinity due to the greater concentration of bus stops and retail uses. However, Fifth Street has wider sidewalks that accommodate the heavier volumes, with the exception of a section of sidewalk near the project site where the width is reduced to approximately four feet between the property line and a bus shelter. Nonetheless, there is no substantial pedestrian congestion on Fifth Street. The majority of the signalized intersections in the vicinity have pedestrian crosswalks with countdown pedestrian crossing signals.

BICYCLE CONDITIONS

In the vicinity of the project site, Folsom Street, Howard Street, and Fifth Street are part of designated Citywide Bicycle Routes. These routes are part of the Citywide Bicycle Network and provide access to and from the study area from locations throughout the City.

Route 19 connects China Basin and the Caltrain station with Market Street. It traverses Fourth Street south of Townsend Street and Fifth Street north of Townsend, and terminates at Fifth and Market Streets. Bicyclists on Route 19 share the roadway with other vehicles on Townsend Street and Fourth Street. There is a proposed Class II bike lane on both sides of Fifth Street from Market to Townsend Streets and on Townsend Street between Second and Eighth Streets.

Route 30 connects Downtown San Francisco with Golden Gate Park, via Golden Gate Park and the Panhandle, Hayes Valley, Duboce Triangle area, and the Folsom Street and Howard Street couplet to The Embarcadero. There is a Class II bike lane on the north side of Howard Street between Fremont and Eleventh Streets. The peak-period tow-away zones were removed along sections of Howard Street to accommodate the bike lane. On Folsom Street, Route 30 has a striped bike lane on the south side of the street.

The San Francisco Municipal Transportation Agency (SFMTA) has proposed Class II and Class III bicycle facilities along Fifth Street between Market Street and Townsend Street, with two design options. Those proposed bicycle facilities are part of the San Francisco Bicycle Plan that recently completed environmental review.[18] Option 1 would add Class II bicycle lanes on Fifth Street in both directions between Market and Townsend Streets, except in the following segments: both directions between Market Street and Mission Street and between Howard Street and Tehama Street. The plan would add sharrows (street markings indicating that bicyclists share the travel lane with vehicles) to the existing Class III bicycle route along these segments. This option would remove one northbound travel lane between Harrison Street and Howard Street and between Townsend Street and Bryant Street; add a northbound right-turn pocket at

---

[18] *San Francisco Bicycle Plan Final EIR*, certified June 25, 2009. This report is available for public review at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2007.0347E. This report is also available online at www.sfgov.org/planning/MEA.

Folsom Street; add northbound left-turn pockets at Howard Street, Harrison Street, and Brannan Street; and add southbound right-turn pockets at Howard Street, Harrison Street, and Brannan Street.

The second Fifth Street bike lane option (Option 2) would add Class II bicycle lanes on Fifth Street in both directions between Market and Townsend Streets, except in the following segments: both directions between Market Street and Mission Street; both directions between Folsom Street and approximately 100 feet north of Folsom; and northbound between Harrison Street and approximately 100 feet north of Harrison. The plan would add sharrows to the existing Class III bicycle route along these segments. This option would remove one northbound travel lane between Townsend Street and Brannan Street; remove one southbound travel lane between Natoma Street and Folsom Street; remove one southbound travel lane between Harrison Street and Bryant Street; add a northbound left-turn pocket at Brannan Street; add southbound right-turn pockets at Howard Street and Brannan Street; and add a southbound left-turn pocket at Folsom Street.

In June 2009, the Planning Commission and SFMTA approved the San Francisco Bicycle Plan, including Modified Option 2 for the Fifth Street bike lanes.

PARKING CONDITIONS

Existing parking conditions were examined within an area bounded by Sixth Street to the west, Fourth Street to the east, Howard Street to the north, and I-80 to the south (see Figure 14, p. 56). Parking supply and occupancy were counted on October 4, 2007 from 1:30 p.m. to 3:00 p.m., and on October 11, 2007 from 6:30 p.m. to 8:00 p.m. The former public parking spaces beneath the I-80 freeway were not inventoried, as this area has been closed for the retrofit of the I-80 structure and is proposed to be used for construction staging of the Central Subway Project in the future.

There are four public parking facilities, including the project site, in the immediate project vicinity. The project site parking is currently operated as reserved parking, and not public parking. Parking on the adjacent 900 Folsom Street site has two sections: one is reserved exclusively for trucks and vehicles from neighboring businesses (30 spaces), and the other is public parking with a total of 240 spaces. Table B-3, p. 62, shows the parking supply and occupancy of off-street parking facilities. During the weekday midday peak period, off-street parking in the study area operates at approximately 91 percent capacity (389 spaces occupied and 40 spaces available). During the weekday evening period, the average occupancy rate is approximately 28 percent.

TABLE B-3
EXISTING OFF-STREET PARKING SUPPLY AND OCCUPANCY

			Midday (1:30 p.m. to 3:00 p.m.)		Evening (6:30 p.m. to 8:00 p.m.)	
No.	**Name/Location**	**Supply**	**Occupied Spaces**	**Percent Occupied**	**Occupied Spaces**	**Percent Occupied**
1	US Parking, 900 Folsom[a]	270	246	91%	82	30%
2	Tower Valet Parking Inc.	88	76	86%	15	17%
3	301 Sixth Street	71	67	94%	22	31%
	Total	**429**	**389**	**91%**	**119**	**28%**
4	260 Fifth Street[b, c]	35	26	75%	7	20%

Source: CHS Consulting Group.

Notes:

a. Adjacent to project site.

b. Project site.

c. Because 260 Fifth Street currently has a private reserved parking lot, it is not included in the parking inventory.

There are two major public parking garages within a 1,200-foot radius of the project site, the Fifth and Mission Garage with access from Fifth, Mission, and Minna Streets, and the Moscone Parking Garage with access from Third Street between Market and Mission Streets. The Fifth and Mission Garage has 2,585 spaces and an average peak daytime occupancy of 61 percent; the Moscone Parking Garage has 732 spaces and an average peak daytime occupancy of 87 percent.[19] Parking occupancy rates at those garages vary depending on conventions and events at the Moscone Center and related attendance.

IMPACTS

SIGNIFICANCE THRESHOLDS

The following are the significance criteria used by the Planning Department for the determination of impacts associated with a proposed project:

- The operational impact on signalized intersections is considered significant when project-related traffic would cause the intersection level of service to deteriorate from LOS D or better to LOS E or F, or from LOS E to LOS F. The operational impacts on unsignalized intersections are considered potentially significant if project-related traffic would cause the level of service at the worst approach to deteriorate from LOS D or better to LOS E or F and Caltrans signal warrants would be met, or if project-related traffic would cause Caltrans signal warrants to be met when the worst approach is already operating at LOS E or F. The project may result in significant adverse impacts at intersections that operate at LOS E or F under existing conditions, depending upon the magnitude of the project's contribution to the worsening of the average delay per vehicle. In addition, the project would have a significant adverse impact if it would cause major traffic hazards or contribute considerably to cumulative traffic increases that would cause deterioration in levels of service to unacceptable levels.

---

[19] Parking occupancy data obtained from the San Francisco Parking Authority for May and August 2007, during the peak midday hour.

- San Francisco does not consider parking supply as part of the permanent physical environment. Parking conditions are not static, as parking supply and demand varies from day to day, from day to night, from month to month, etc. Hence, the availability of parking spaces (or lack thereof) is not a permanent physical condition, but changes over time as people change their modes and patterns of travel. Parking deficits are considered to be social effects, rather than impacts on the physical environment as defined by CEQA.

Under CEQA, a project's social impacts need not be treated as significant impacts on the environment. Environmental documents should, however, address the secondary physical impacts that could be triggered by a social impact (CEQA Guidelines Section 15131 (a)). The social inconvenience of parking deficits, such as having to hunt for scarce parking spaces, is not an environmental impact, but there may be secondary physical environmental impacts, such as increased traffic impacts caused by congestion. In the experience of San Francisco transportation planners, however, the absence of a ready supply of parking spaces, combined with available alternatives to auto travel (e.g., transit service, taxies, bicycles or travel by foot) and a relatively dense pattern of urban development, induces many drivers to seek and find alternative parking facilities, shift to other modes of travel, or change their overall travel habits. Any such resulting shifts to transit service, in particular, would be in keeping with the City's "Transit First" policy. The City's Transit First Policy, established in the City's Charter Section 16.102 provides that "parking policies for areas well served by public transit shall be designed to encourage travel by public transportation and alternative transportation."

The transportation analysis accounts for potential secondary effects, such as cars circling and looking for a parking space in areas of limited parking supply, by assuming that all drivers would attempt to find parking at or near the project site and then seek parking farther away if convenient parking is not available. Moreover, the secondary effects of drivers searching for parking is typically offset by a reduction in vehicle trips due to others who are aware of constrained conditions in a given area. Hence, any secondary environmental impacts which may result from a shortfall in parking in the vicinity of the project site would be minor, and the traffic assignments used in the transportation analysis, as well as in the associated air quality, noise and pedestrian safety analyses, reasonably addresses potential secondary effects.

- The project would have a significant effect on the environment if it would cause a substantial increase in transit demand that could not be accommodated by adjacent transit capacity, resulting in unacceptable levels of transit service, or cause a substantial increase in delays or operating costs such that significant adverse impacts in transit service levels could result. With the MUNI and regional transit lines analysis, the project would have a significant effect on the transit provider if project-related transit trips would cause the capacity utilization standard to be exceeded during the PM peak hour.
- The project would have a significant effect on the environment if it would result in substantial overcrowding on public sidewalks, create potentially hazardous conditions for pedestrians, or otherwise interfere with pedestrian accessibility to the site and adjoining areas.
- The project would have a significant effect on the environment if it would create potentially hazardous conditions for bicyclists or otherwise substantially interfere with bicycle accessibility to the site and adjoining areas.
- A project would have a significant impact on the environment if it would result in a loading demand during the peak hour of loading activities that could not be accommodated within proposed on-site loading facilities or within convenient on-street loading zones, and would create potentially hazardous conditions or significant delays affecting traffic, transit, bicycles or pedestrians.
- Construction-related impacts generally would not be considered significant due to their temporary and limited duration.

IMPACT EVALUATION

Trip Generation

The person-trip generation for the proposed project includes trips that would be made by residents and visitors to and from the proposed residential and retail uses. Person-trip generation is based on daily and weekday PM peak hour trip generation rates (number of trips per unit for the residential uses and trips per 1,000 gsf for the retail uses) provided in the *SF Guidelines*. Table B-4, p. 65, presents the weekday daily and PM peak hour trip generation rates and daily and PM peak-hour person trips generated by the proposed uses. The proposed project would generate about 4,856 person-trips (inbound and outbound) on a weekday daily basis and 710 person-trips during the weekday PM peak hour.

TABLE B-4
PROPOSED PROJECT PERSON–TRIP GENERATION

Land Use	Residential Units or Retail gsf	Daily Trip Rate	PM Peak Hour as % of Daily	Daily Person-Trips	PM Peak Hour Person-Trips
Studio/1-Bedroom	142 units	7.5/unit	17.3%	1,065	185
2-Bedroom/3-Bedroom Townhouses	36 units	10/unit	17.3%	360	62
Retail	5,719 gsf	600/1,000 gsf	13.5%	3,431	463
Total				**4,856**	**710**

Source: CHS Consulting Group; SF Guidelines.

Mode Split

The project-generated person-trips were assigned to travel modes in order to determine the number of auto, transit, and "other" trips. "Other" includes walk, bicycle, motorcycle, taxi, and additional modes. Mode split information for the residential uses was based on the 2000 U.S. Census journey-to-work data for Census Tract 178. Mode split information for the retail uses was based on information contained in the *SF Guidelines* for employee and visitor trips to the Superdistrict 1. An average vehicle occupancy rate, as obtained from the 2000 U.S. Census data (for residential uses) and *SF Guidelines* (for retail uses) was applied to the number of auto person-trips to determine the number of vehicle trips generated by the proposed project.

Table B-5, p. 66, summarizes the weekday PM peak-hour trip generation by mode for the proposed project. During the weekday PM peak hour, about 38 percent of all person-trips would be by auto, 19 percent by transit, and 43 percent by other modes (including walking). The proposed project would generate about 165 vehicle trips[20] (drive alone or carpool) during the weekday PM peak hour, including 66 peak-hour vehicle trips related to residential uses and 70 peak-hour vehicle trips related to retail uses. There are currently 6 peak-hour vehicle trips generated by the project site. Therefore, accounting for these existing peak hour vehicle trips at the site, based on surveys in October 2007, there would be 130 net new trips.

---

[20] Vehicle trips are calculated by applying the average vehicle occupancy rate to the number of auto person-trips.

TABLE B-5
PROPOSED PROJECT TRIP GENERATION BY MODE – WEEKDAY PM PEAK HOUR

Land Use	Drive Alone	Carpool	Transit	Walk	Other	Total Vehicle-Trips
Residential	60	12	62	86	27	66
Retail	166[a]		79	162	56	70
Total	**238**		**141**	**248**	**83**	**136**
					Existing Vehicle Trips	**6**
					Net New Vehicle Trips[b]	**130**

Source: CHS Consulting Group.

Note:

a. The vehicle trips generated by "Drive Alone" and "Carpool" trips are combined in the vehicle trip generation counts for the Retail uses, consistent with the information provided by CHS Consulting.

b. Net new vehicle trips account for existing trips at the existing parking at the project site, based on field counts conducted by CHS Consulting on October 11, 2007.

Trip Distribution/Assignment

The directional distribution of the project-generated trips was derived from the 1990 U.S. Census for the residential uses and from the *SF Guidelines* for the retail uses. The 1990 Census data was used because directional distribution information is not currently available from the 2000 Census. Distributions are based on the origin/destination of the trip, and are separated into the four quadrants of San Francisco (Superdistricts 1 through 4), East Bay, North Bay, South Bay, and outside the region. As shown in Table B-6, p. 67, the majority of the trips generated by the project during the weekday PM peak hour would travel to and from Superdistrict 1 (northeastern San Francisco). Smaller percentages of peak hour travel would occur to and from Superdistricts 2, 3, 4, and the East, North, and South Bay areas. These patterns were used as the basis for assigning project-related trips to the local streets in the study area, and the transit trips to the local and regional transit operators.

Traffic Impacts

Vehicle trips generated by the proposed project were assigned to and from the project site. The proposed project would generate 77 inbound and 59 outbound vehicle-trips during the weekday PM peak hour, a total of 136 trips. As shown in Table B-5, p. 66, six trips are currently generated by the existing parking use on the project site and 130 of the 136 trips would, therefore, be new vehicle trips.

TABLE B-6
TRIP DISTRIBUTION PATTERNS[a]

	Residential Uses	Retail Uses	
Origin/Destination	**Work**	**Work**	**Visitor**
San Francisco			
Superdistrict 1	78.1%	12.8%	19.0%
Superdistrict 2	2.1%	14.4%	7.0%
Superdistrict 3	2.1%	17.0%	8.0%
Superdistrict 4	2.1%	11.2%	3.0%
East Bay	5.2%	22.4%	11.0%
North Bay	5.2%	6.1%	5.0%
South Bay	5.2%	14.3%	8.0%
Outside of Region	0%	1.8%	39.0%
Total	100%	100%	100%

Source: 1990 U.S. Census, San Francisco Planning Department, CHS Consulting Group.

Note:

a. The trip generation patterns shown here are for the 900 Folsom Street and 260 Fifth Street projects, combined.

Table B-7, p. 68, presents the Existing Plus Project intersection levels of service for the weekday PM peak hour. In general, the addition of project-generated traffic would result in relatively small changes in the average delay per vehicle at the study intersections, and, as shown in Table B-7, p. 68, all study intersections would continue to operate at the same service levels as under existing conditions. It should be noted that at some of the study intersections, the average delay per vehicle would remain constant or slightly decrease with the addition of project related traffic. Using the HCM methodology, the level of service is calculated based on an average of the total vehicular delay per approach and weighted by the number of vehicles at each approach. Increases in traffic volumes at an intersection usually result in increases in the overall intersection delay. However, if there are increases in the number of vehicles completing traffic movements, where these movements can currently be made with low delays, the average weighted delay per vehicle may remain the same or decrease. In the case of the proposed project, the delay times at the study intersections vary, but these variations are too minor to result in any change in intersection service levels.

As analyzed in the *Transportation Study* and shown in Table B-7, there would be no significant traffic impacts as a result of the proposed project.

TABLE B-7
INTERSECTION LEVEL OF SERVICE: EXISTING PLUS PROJECT WEEKDAY PM PEAK HOUR

	Existing		Existing plus 260 Fifth Street Project	
Intersection	**Delay**	**LOS**	**Delay**	**LOS**
Fifth/Howard	23.4	C	23.5	C
Fifth/Clementina[a]	1.8/25.6	A/C	2.1/24.8	A/C
Fifth/Folsom	18.0	B	18.2	B
Fifth/Harrison	42.1	D	43.3	D
Sixth/Folsom	17.6	B	17.7	B
Sixth/Howard	22.4	C	22.4	C

Source: CHS Consulting Group

Note:

a. The intersection of Clementina and Fifth Streets is a non-signalized intersection; only east-bound direction has a stop sign; delays and LOS are shown as XX/YY, for average and worst situations.

Transit Impacts

The proposed project would generate approximately 141 weekday PM peak-hour transit trips. Most of these transit trips would use MUNI and would be distributed among 14 MUNI bus lines within the study area and MUNI lines along Market Street, and would not have a significant adverse impact on transit capacity. As the distance between the project site and Market Street is longer than the reasonable walking distance of one quarter mile, it is likely that there may be substantial loading on MUNI 27-Bryant bus line. The 27 line provides service north and south on Fifth Street to Market Street.

The transit trips inbound to the project site from Superdistrict 1 would overlap with the PM peak-hour outbound MUNI trips from downtown. Consequently, those project trips would possibly absorb capacity on the outbound MUNI lines, potentially displacing other MUNI riders from downtown. However, transit patrons on Market Street corridor lines destined for the project site would alight at or near Market Street/Fifth Street; this would free transit capacity that could accommodate transit patrons boarding at Market Street/Fifth Street or further west.

Since the local transit system generally has the capacity to accommodate the transit demand generated by the proposed project, no significant impact on transit would occur.

Pedestrian Impacts

The proposed project would generate about 389 pedestrian trips (141 to transit and 248 other walk trips) during the weekday PM peak hour. Approximately 62 percent of PM peak-hour pedestrian trips would be generated by the retail uses and 38 percent would be generated by the residential uses. The proposed project would have a lobby entrance on Clementina Street, street-level residential unit entrances on Clementina Street, and retail entrances on Fifth Street. Therefore, most of these pedestrian trips would use the Fifth and Clementina Streets for access. The proposed project would also provide sidewalk paving improvements on Clementina Street. The intersections of Fifth and Tehama Streets, and Fifth and Clementina Streets have standard curb ramps meeting Americans with Disabilities Act (ADA) standards, and no ADA related improvements are needed.

The 389 PM peak-hour pedestrian trips generated by the proposed project would be accommodated on the sidewalks in the vicinity without adverse effects. It is expected that project pedestrian trips would be spread over Clementina, Folsom, and Fifth Streets, with the majority of trips occurring near Fifth and Folsom Streets. Currently, pedestrian volumes on Fifth Street between Clementina and Folsom Streets, which have ten-foot-wide sidewalks, are relatively higher than on other streets in the area. However, because the existing sidewalks are ten feet wide, they could accommodate this level of pedestrian traffic; therefore, the proposed project would not cause a significant adverse impact on pedestrian conditions.

Given that the addition of pedestrian and vehicular traffic generated by the proposed project would not substantially affect pedestrian conditions in the vicinity of the proposed project, and given that the proposed project includes enhancements to existing pedestrian facilities, the proposed project would not have significant adverse impacts on pedestrians. Implementation of Improvement Measure I-TR-1, p. 79, which recommends curb ramp upgrades to the Fifth/Tehama and Fifth/Clementina intersection, would improve sidewalk access for disabled persons and other pedestrians.

Bicycle Impacts

Field observations found that bicycle volumes in the vicinity of the proposed project are moderate along Fifth Street and high along Howard Street during the peak commute hours.

The proposed project would provide 60 bicycle storage spaces in the ground-floor garage, which would exceed *Planning Code* requirements for 57 bicycle storage spaces (25 spaces for the first fifty dwelling units, and one additional bicycle space for each additional four units). Since the proposed project would include bicycle parking in excess of that which is required by the *Planning Code*, and project-generated bicycle trips would be accommodated by existing bicycle facilities, impacts on bicycle operations would be less than significant.

Parking Impacts

Parking Demand. The parking demand for the proposed project was determined based on the methodology presented in the *SF Guidelines*. For residential units, the long term parking demand is based on the number, type (market rate versus affordable units), and size of the units. For retail uses, the long-term demand was derived by estimating the number of employees and applying the trip mode split and average vehicle occupancy from the trip distribution calculations. The short-term parking demand was estimated from the total daily visitor trips by private automobile and an average turnover rate of 5.5 vehicles per space.

Table B-8, p. 71, presents the estimated parking demand for the proposed project. The residential uses for the proposed project would generate a demand for 210 spaces, and the retail uses would generate a parking demand for about 48 spaces. The peak residential parking demand would occur primarily overnight, although a portion of the residential demand would also occur during the day. Overall, the proposed project would generate a parking demand for about 258 spaces, of which 214 spaces would be long term demand and 44 spaces would be short term demand.

Parking Supply. The proposed project would provide a total of 133 parking spaces; 114 parking spaces in a basement with driveway access from Tehama Street, and 19 parking spaces in a ground-level garage with driveway access from Clementina Street. There would be no new curb cuts on Fifth Street. *Planning Code* Section 151.1 would permit up to 0.25 parking spaces per unit, or 45 spaces. Additional spaces can be approved as an exception, at 0.75 space for each studio or one-bedroom unit, and one space per two-bedroom or larger unit. The proposed project would have 139 studio or one-bedroom units permitting 104 spaces, and 40 two-bedroom or larger units permitting 40 spaces, a total of 144 spaces. Under MUR zoning, the parking in excess of 45 spaces would need an exception under *Planning Code* Sections 151.1(f) and 329.

TABLE B-8
PARKING DEMAND AND SUPPLY[21]

Land Use	Long-term Demand	Short-term Demand	Total Demand	Supply	Difference
Retail	4	44	48	--	--
Residential (Studio and 1-bedroom)	156	--	156	--	--
Residential (2-bedroom and Townhouse)	54	--	54	--	--
Total	**214**	**44**	**258**	**133**	**-114**
Existing Parking (Removed)	--	--	--	(35)	-149

Source: CHS Consulting Group. October 11, 2007 survey.

The proposed project would generate a demand of 214 parking spaces for the residential use, and 44 parking spaces for the retail use, or a combined demand for 258 parking spaces. The proposed project would provide 133 on-site parking spaces. Thus, the proposed project would fall short of demand by approximately 114 spaces. In addition, the proposed project would displace the 35-space public parking lot on the project site. A field survey showed that 26 vehicles occupy the lot during a typical weekday at midday. Overall, based on a parking survey conducted on October 11, 2007, the proposed project would cause a parking shortage of approximately 149 parking spaces (114-space project deficit plus 35 spaces on site). Based on 26 occupied spaces, the net parking deficit would be 140 spaces.

The demand for parking, to accommodate the new retail parking and the vehicles currently parked on the project site, could be met at existing public parking facilities in the vicinity. The two public parking facilities within a 1,200 foot walking distance (Fifth/Mission and Moscone) have approximately 1,100 parking spaces available during a typical weekday. During a major event at Moscone Center, the parking demand generated by the proposed project could not likely be accommodated at those two garages. There are no other parking facilities in the project's vicinity with long-term parking spaces available for lease by residents. Residents who own more than one vehicle would make their own arrangements for additional parking spaces.

---

[21] The *900 Folsom Street and 260 Fifth Street Projects Transportation Study,* March 2009, analyzed project parking with a total of 190 spaces. All parking analyses have been revised to reflect the reduced parking supply (i.e., the more conservative parking scenario), while the traffic analyses assumed up to 190 vehicles to be accommodated in the proposed project (i.e. the more conservative scenario for potential project-related transportation impacts).

It is also possible that, depending upon ownership patterns, some residents would be able to store an additional vehicle at the project parking (i.e., some project residents may not own a vehicle, and parking spaces would be available for two-vehicle households).

Those impacts on parking supply and demand would not be considered significant for the reasons discussed on p. 63; therefore no mitigation is required.

Loading Impacts

The delivery/service vehicle demand is estimated based on the methodology and truck trip generation rates presented in the *SF Guidelines*. Delivery/service vehicle demand is based on the types and amount of land uses. The proposed project would generate six daily truck trips, which is equal to a demand for approximately 0.30 average hour loading spaces and 0.37 peak hour loading spaces.

For resident move-in and move-out conditions, the building manager would typically apply for a day parking permit from the San Francisco Police Department to allow larger trucks to park on the street.

Based on the *Planning Code*, the project would be required to provide one off-street loading space for residential use. The proposed project would not provide the number of full-size loading spaces that would meet the *Planning Code* requirement. The proposed project would require a variance from off-street loading requirements. The proposed project would, however, include an application for one or two yellow zones along Fifth Street to accommodate its loading demand in that alternative location. Because the yellow zone parking would be adequate to accommodate move-in and move-out and other loading activities, there would be no significant impact from loading activities at the proposed project. Implementation of Improvement Measure I-TR-2, p. 79, would accommodate service vehicles and move-in/move-out operations, and would improve conditions resulting from loading operations.

CONSTRUCTION IMPACTS

Project construction is expected to take approximately 21 to 27 months:

- Week 1, Demolition
- Months 1 to 2, Excavation
- Months 3 to 5, Foundation

- Months 5 to 13, Framing
- Months 14 to 21, Interior

The construction period would potentially require the use the sidewalk on Fifth Street, the sidewalk along Tehama Street, and the sidewalk along Clementina Street for the proposed project construction. The exact dimension and streets needed during the construction period has not been determined. The project sponsors would develop a construction management plan. The project sponsors would also meet with the Traffic Engineering, MUNI Planning Divisions, and Department of Parking and Traffic of the Municipal Transportation Agency (MTA), the Fire Department, and the Department of Public Works to determine feasible measures to reduce traffic congestion and pedestrian circulation effects during construction of both proposed projects.

The bus stop on the west side of Fifth Street north of Folsom Street may be relocated for the construction of the proposed project, if the Fifth Street sidewalks frontage were closed during the construction period. The project sponsor would work with Muni to identify an acceptable location for the relocation of this bus stop during the construction period.

Between 10 and 100 construction workers per day would be anticipated at the proposed project site, depending on the construction phase. The trip distribution and mode split of construction workers are not known. Construction workers would need to find parking in nearby streets or the project sponsor would have to make off-street parking arrangements onsite or in the area. Those who drive to the site would be able to park onsite for a portion of the construction duration, could also park at nearby commercial parking facilities. It is anticipated that the addition of the worker related vehicle or transit trips would not substantially affect transportation conditions, as any impacts on local intersections or the transit network would be similar to, or less than, those associated with the proposed project.

Any construction traffic occurring between 7:00 a.m. and 9:00 a.m. or between 3:30 p.m. and 6:00 p.m. would coincide with peak hour traffic and could temporarily impede traffic and transit flow; this would not be considered a significant impact. Less-than-significant construction-related effects on traffic would be further reduced by the implementation of Improvement Measure I-TR-3, Construction, p. 79, which recommends limiting truck movements to non-commute hours; locating construction parking spaces off the project site with shuttle service to the site; limiting sidewalk encroachment and coordinating with MUNI to avoid project impacts on bus movement and the use of the bus stop adjacent to the project site.

CUMULATIVE ANALYSIS (2025)

Cumulative conditions includes future cumulative traffic volumes based on the growth rates obtained from the San Francisco County Transportation Authority (SFCTA) transportation demand forecasting model used for the Eastern Neighborhoods Rezoning Transportation Report. The analysis also adds the proposed project and 900 Folsom Street project[22] to existing conditions, to analyze localized effects of development of the two adjacent proposed projects. The year 2025 condations reflect the growth factors forecast in the Eastern Neighborhoods transportation study. Cumulative 2025 conditions therefore, represent conditions that would occur if both 900 Folsom Street and 260 Fifth Street were approved, and other cumulative growth.

Cumulative Traffic Impacts

Table B-9, p. 75, presents the intersection levels of service for existing conditions, for existing plus 260 Fifth Street project conditions, and future (2025) cumulative conditions. It also presents intersection levels for existing plus 900 Folsom Street project conditions, for existing plus both projects: 260 Fifth Street and 900 Folsom Street, and for cumulative build-out conditions. As noted above, cumulative conditions include existing conditions plus build-out of 260 Fifth Street and 900 Folsom Street plus other "pipeline" projects, as they would affect transportation conditions in the year 2025.

Under the future cumulative conditions, all of the study intersections would operate at LOS D or better, except the Fifth/Harrison and Sixth/Howard intersections, which would deteriorate from LOS D to E and LOS C to E, respectively.

Project contributions were calculated to determine the significance of the proposed projects' impacts on future traffic volumes at these intersections. Table B-10, p. 75, provides the existing vehicle volumes, cumulative volumes, growth and percent of growth, for the two significantly impacted intersections. The proposed project would add approximately 19 vehicles at the Fifth/Harrison intersection. The share of growth in future traffic volumes at the Fifth/Harrison intersection would be approximately 4.7 percent for the proposed project, less than five percent. The westbound approach at the intersection of Sixth/Howard Streets would deteriorate from

---

[22] The 900 Folsom Street project is proposed by the same project sponsor, and would be constructed on a lot immediately adjacent to, and across the street from, the 260 Fifth Street property. It would develop 271 residential units, 229 parking spaces, and 4,395 gsf of retail space. The 900 Folsom Street project was not included in the Eastern Neighborhoods transportation study, and was included in the current study to provide a more accurate basis for the cumulative transportation impact analysis.

LOS C to E. The proposed project would add approximately 28 vehicles at the Sixth/Howard intersection. The share of future growth in traffic volumes at the Sixth/Howard intersection would be approximately 4.6 percent for the proposed project. The proposed project's contribution would be less than five percent. Thus, the proposed projects would not have a considerable contribution to 2025 cumulative traffic conditions, and would not have significant traffic impact at the Fifth/Harrison and Sixth/Howard intersections.

TABLE B-9
INTERSECTION LEVEL OF SERVICE: EXISTING, EXISTING PLUS PROJECTS, AND FUTURE CUMULATIVE

	Existing		Existing plus 900 Folsom		Existing plus 260 Fifth		Existing plus both		Future Cumulative	
Intersection	**Delay**	**LOS**	**Delay**	**LOS**	**Delay**	**LOS**	**Delay**	**LOS**	**Delay**	**LOS**
Fifth/Howard	22.7	C	22.8	C	23.4	C	23.5	C	39.2	D
Fifth/Clementina[a]	1.2/18.6	A/C	1.4/19.9	A/C	1.8/25.6	A/C	2.1/24.8	A/C	3.3/30.3	A/D
Fifth/Folsom	17.6	B	17.8	B	18.0	B	18.2	B	28.6	C
Fifth/Harrison	41.2	D	42.2	D	42.1	D	43.3	D	54.8	E
Sixth/Folsom	17.2	B	17.4	B	17.6	B	17.7	B	24.9	C
Sixth/Howard	22.3	C	22.4	C	22.4	C	22.4	C	64.1	E

Source: CHS Consulting Group.

Note:

a. The intersection of Clementina and Fifth Streets is a non-signalized intersection; only the east-westbound direction has a stop sign; delays and LOS are shown as XX/YY, for average and worst situations.

TABLE B-10
PROJECT CONTRIBUTION TO VEHICLE TRAFFIC GROWTH

Intersection	Existing Volume	Future Cumulative Volume	Growth	Project Volume	% of Growth
Fifth/Harrison	3,694	4,095	401	19	4.7%
Sixth/Howard	3,968	4,583	615	28	4.6%

Source: CHS Consulting Group.

Cumulative Transit Impacts

The proposed project would generate approximately 141 weekday PM peak-hour transit trips, and the 900 Folsom Street project would generate about 165 PM peak-hour transit trips. From both projects, a total of about 308 transit trips would occur during the PM peak hour, of which about 96 transit trips would be inbound to the two project sites. As with the 260 Fifth Street project, many transit trips generated by the 900 Folsom Street project would be on lines in the Market Street corridor where patrons would alight at or near the Market/Fifth Streets intersection; this would free transit capacity that would accommodate transit patrons boarding at or near the Market/Fifth Streets intersection.

Since the local transit system generally has the capacity to accommodate the transit demand generated by the proposed project, as well as the 900 Folsom Street project, these projects would not cause a substantial cumulative increase in transit delay or operating costs such that (a) significant adverse impacts in transit service levels could result, nor (b) adjacent transit capacity would be unable to meet demand, thereby resulting in unacceptable levels of transit service. Therefore, the proposed project would not have a significant adverse impact on transit operations under cumulative conditions.

Cumulative Pedestrian Impacts

During the PM peak hour, the proposed project would generate approximately 389 pedestrian trips (141 transit and 248 walk trips), and the 900 Folsom Street project would generate approximately 442 pedestrian trips (167 transit and 275 walk trips). All of these trips would be accommodated on the sidewalks in the vicinity without adverse effects. Both the proposed project, and the 900 Folsom Street project, include enhancements to existing pedestrian facilities, and neither the proposed project nor the 900 Folsom Street project would substantially affect pedestrian conditions in the vicinity of the proposed project area. Therefore, the proposed project would not have a substantial adverse environmental impact on pedestrian circulation conditions, in a cumulative project scenario.

Cumulative Bicycle Impacts

Cumulative Conditions including 260 Fifth and 900 Folsom Street Projects. The proposed project and the 900 Folsom Street project would, together, generate left-turn traffic (16 vehicle trips) at the Clementina/Fifth intersection, and additional northbound right-turn traffic (six vehicle trips) at the Folsom/Sixth intersection, increasing the potential for vehicle/bicycle conflicts at these locations. However, the two projects would not be anticipated to have a significant adverse impact on bicycle conditions in the study area. Most bicyclists are expected to continue to use the existing bicycle routes along Howard, Folsom, and Fifth Streets. Therefore, the proposed project would not have an adverse environmental impact on bicycle circulation or other transportation conditions, in a cumulative scenario.

Cumulative Conditions with Potential Fifth Street Bicycle Lanes. The San Francisco Municipal Transportation Agency (SFMTA) has proposed Class II bike lanes on both sides of Fifth Street from Market to Townsend Streets. The proposed Class II bicycle lanes along Fifth

Street between Market and Townsend Streets, if implemented, would provide more protected rights-of-way for bicyclists, including bicyclists travelling to and from the proposed project and the 260 Fifth Street project.

Two Fifth Street options were under review as presented in the San Francisco Bicycle Plan Final Environmental Impact Report.[23] As noted above, in June 2009, the Planning Commission and SFMTA approved the San Francisco Bicycle Plan, including Modified Option 2 for the Fifth Street bike lanes. Option 2 would remove one southbound travel lane on Fifth Street from Natoma Street to Clementina Street, would add a Class II bike lane between Mission and Townsend Streets, would change the striping to one bike lane and an exclusive right-turn lane, and would include the modification of one northbound through lane to one exclusive left-turn lane. With Option 2, there would be no change from existing LOS as compared to the without bicycle lane condition, even under Existing plus Project conditions. Again, there would be no significant transportation impacts:

- Under Option 2, the delay at the intersection of Fifth/Howard Streets would increase from 39.2 seconds (under future cumulative conditions without Option 2) to 43.8 seconds (under future cumulative conditions with Option 2). This is not deemed a significant impact.
- With Option 2, under future cumulative conditions, the worst approach at intersection of Fifth/Clementina Streets would deteriorate from LOS D (under future cumulative conditions without Option 2) to LOS E (under future cumulative conditions with Option 2). The LOS E at this approach would mainly be because vehicles would encounter a delay entering Fifth Street from Clementina Street. This would not be considered a significant impact, as defined above, because the approach volumes at this intersection would not meet signal warrants, nor would a traffic signal be desirable at this location, close to the Fifth/Folsom signals.

These conclusions would be the same for Modified Option 2, the preferred plan.

There is a potential for vehicle-bicycle conflicts. If the loading zone for the proposed project is accommodated as proposed, in two yellow zones on the south side of Fifth Street, all move-in and move-out activities will bring truck movement and activity to these yellow zones. Bicycles following the bicycle lane past the project site would have to pass immediately adjacent to these trucks and other moving vehicles in the yellow zones. Bicyclists would also need to avoid being "doored" ("dooring" occurs when a truck or other vehicle driver opens his or her door into the bicyclist's path) and will need to remain wary for other hazards associated with close proximity between automotive vehicles and bicycles. While the interaction between vehicles and bicycles is a potential impact with cumulative implications, bicyclists must already remain aware of the larger vehicles that move and park next to bicycle lanes, for their own safety. The potential for interaction between the proposed loading zone vehicles and passing bicycles at the proposed project site would not be considered a significant impact.

---

[23] *San Francisco Bicycle Plan Final EIR,* certified June 25, 2009. This report is available for public review at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2007.0347E. This report is also available online at www.sfgov.org/planning/MEA.

Cumulative Parking Impacts

As shown in Table B-8, on p. 71, the 260 Fifth Street project would generate a demand for 258 parking spaces (210 for residential use, and 48 for retail use). The proposed project would provide 133 parking spaces, and would thus fall short of parking demand by 125 spaces. In addition, the proposed project would displace a 35-space parking lot on that site. The 900 Folsom Street project would generate a demand for 389 parking spaces (350 for residential use and 39 for retail use). That project would provide 229 parking spaces. Thus, the 900 Folsom Street project would not meet demand by approximately 153 spaces. In addition, the 900 Folsom Street project would displace a 270-space parking lot on that site.

Overall, the 900 Folsom Street and 260 Fifth Street projects, combined, could cause a parking shortage of approximately 550 parking spaces. This includes a 125 space project deficiency plus 26 current vehicles parked on site at the project site, and a 153 space project deficiency plus 246 current vehicles parked on site at the 900 Folsom Street site. However, as discussed above, the demand for parking on the project sites could be met at existing public parking facilities in the project vicinity. Therefore, the cumulative parking impacts of the 260 Fifth Street and 900 Folsom Street projects, combined, would be less-than-significant.

Cumulative Construction Impacts

The 260 Fifth Street project would have a 21- to 27-month construction schedule. The adjacent 900 Folsom Street project would have a similar 16- to 24-month construction schedule. If the construction of the two projects were to occur simultaneously, and with other projects in the area, there would potentially be disruptions to traffic and transit operations. The contractor and project sponsor are the same for both of these projects, and should, therefore, work with the Department of Public Works, Department of Parking and Traffic, Muni, and the sponsors of the neighboring projects, to coordinate construction schedules and minimize impacts. Such a coordination effort will avoid adverse cumulative impacts that could otherwise arise from the construction of the 260 Fifth Street and 900 Folsom Street projects at the same time.

The City is considering conversion of Folsom Street from current one-way eastbound to two-way operation. A proposed two-way Folsom Street would affect all existing driveways, parking lots, and garages along Folsom Street. Because the proposed project would have no vehicular access from Folsom Street, it would be unaffected by the proposed conversion of Folsom to two-way. Implementation of two-way operation of Folsom Street would require planning and environmental review separate from the proposed project and current environmental review process.

IMPROVEMENT MEASURES

No significant adverse transportation impacts have been identified and, therefore, no transportation mitigation measures are required. The following improvement measures would reduce or avoid less-than-significant transportation effects.

Improvement Measure I-TR-1: Pedestrian Conditions

The project sponsor should upgrade the curb ramps at all corners of the intersections of Clementina/Fifth Streets and Tehama/Fifth Streets with the installation of truncated domes[24] for the sight impaired.

Improvement Measure I-TR-2: Loading Operations

No move-in and move-out activities should occur at the yellow zones or on street frontage on weekdays between 7:00 a.m. and 9:00 a.m. and between 3:00 p.m. and 6:00 p.m.

Improvement Measure I-TR-3: Construction

Any construction traffic occurring between 7:00 a.m. and 9:00 a.m. or between 3:30 p.m. and 6:00 p.m. would coincide with peak hour traffic and could impede traffic flow. Truck movements should therefore be limited to the hours during the weekday non-commute peak period (9:00 a.m. to 3:00 p.m.). Prior to any lane closure and encroachment on traffic lanes, proper permits need to be obtained from the City. The contractor should also consider locating parking spaces for the construction workers off the project site and providing shuttle bus/van to transport construction workers to the project site during the construction period.

---

[24] Truncated domes are frequently composed of yellow plastic or vinyl sheets which have been attached to the sidewalk at busy intersections. These truncated domes are approximately ½" high. They function for wheelchairs and other wheeled conveyances in a way that is similar to the function performed by "speed bumps" for cars.

The project sponsor should try to avoid encroaching on or over the sidewalk during construction. If no alternative to such encroachment is identified, the project sponsor should seek special permission for sidewalk closure during construction and would meet with the Traffic Engineering Division of the SFMTA, the Fire Department, and the Planning Department to determine feasible traffic measures to reduce traffic congestion and pedestrian circulation impacts during construction of both projects. In addition, to ensure that construction activities do not impact Muni bus stops or routes in the area, the project sponsor should coordinate with MUNI's Chief Inspector prior to construction.

C. CULTURAL AND PALEONTOLOGICAL RESOURCES

This section addresses potential project impacts on prehistoric and historic-period archaeological resources, paleontological resources, and historical resources that could result from implementation of the proposed project. This section is based on the reports titled *Archaeological Research Design and Treatment Plan for the 252-260 Fifth Street Project, City and County of San Francisco* prepared by Archeo-Tec in June 2009 (ARDTP);[25] *Historical Evaluation: 252-260 Fifth Street prepared* by Kelley and VerPlanck Historical Resources Consulting in June 2007 (Kelley and VerPlanck);[26] and *Historic Resource Evaluation Response for 260 Fifth Street* (HRER) prepared by the Planning Department in December 2007.[27] The paleontological resource setting and analysis was prepared by PBS&J.

ENVIRONMENTAL SETTING

ARCHAEOLOGICAL RESOURCES

Prehistoric Setting

Indigenous populations in California date back at least as far as 4000 B.C. and lived as hunter-gatherers until after the arrival of the Spanish missionaries in the eighteenth century. It has been estimated that between 7,000 and 10,000 Native Americans inhabited the coastal area between Monterey County's Point Sur and the San Francisco Bay. Prior to the arrival of the first Europeans, San Francisco was situated in territory occupied by the Costanoan people, who are sometimes referred as the Ohlone in the anthropological and historical literature. Forty years later, by approximately A.D. 1810, much of the aboriginal population, along with most of their traditional culture, had changed forever in the face of European encroachment, which brought disease, warfare, displacement, and the California Mission System.

The family household was the basic social unit that was extended patrilineally. An average of about 15 individuals made up the household. The next larger social unit was the clan and the largest unit throughout most of California was the tribelet. The tribelet, or group of interrelated villages under the leadership of a single headman, consisted of about 200 to 400 people. While in some areas of California the families composing a tribelet would share a single central village location for most of the year, in the Bay Area tribelets were settled in a more dispersed and nomadic fashion. The Costanoan people were primarily collectors and hunters of fish and game. Tules were harvested and used as building materials for structures and for crude balsas. The balsa canoe was instrumental to the Costanoan people for fishing, waterfowling, and probably the hunting of sea mammals. This watercraft also facilitated navigation of the salt marshes and permitted transportation of both people and goods across the Bay.

---

[25] Archeo-Tec, *Archaeological Research Design and Treatment Plan for the 252-260 Fifth Street Project, City and County of San Francisco*, June 2009.

[26] Kelley and VerPlanck Historical Resources Consulting, *Historical Evaluation 252-260 Fifth Street*, June 2007. This report is available for review at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2007.0690E.

[27] San Francisco Planning Department, *Historical Resource Evaluation Response for 260 5th Street*, December 21, 2007. This report is available for review at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2007.0690E.

Historic-Period Setting

Spanish, Mexican, and Early American Period (1776-1848). It appears unlikely that there was any systematic occupation or use of the project site and its immediate surroundings from the founding of Mission Dolores and the Presidio in 1776 through the beginnings of the village of Yerba Buena in 1835. However, infrequent activities associated with Mission Dolores or various ranches scattered around the region may have sporadically brought people to the project site. From 1838 onward, Mission Dolores was accessed from the hamlet of Yerba Buena by a sandy, unimproved dirt road. This roadway, which would eventually become Mission Street, was eventually planked in the early 1850s – hence its name, Plank Road. It is reasonable to assume that some carriage or horse traffic might have frequented the immediate surroundings of the project site. Literature also notes that there were occasional excursions to the then uninhabited SoMa area during the 1835-1945 period for hunting and picnicking. Any subsurface cultural remains within the project site attributed to this period would likely be limited to individual items lost or discarded in a generally unfrequented place. In 1847, Jasper O'Farrell, a civil engineer and newly appointed city surveyor, laid out the basic grid plan for the streets of San Francisco, expanding the basic grid plan to include the project site. In 1849, there are records indicating that the two lots that comprise the project site were purchased, possibly as speculation or investments. Therefore, although the immediate surroundings of the project site may have been occasionally visited, the historical record does not indicate systematic occupation or use of the project site prior to the Gold Rush.

The California Gold Rush Era (1849-1857). Prior to the Gold Rush in 1849, approximately 200 individuals were permanently settled in San Francisco. By the end of the year, approximately 8,000 to 25,000 individuals had settled in San Francisco (according to different sources). There had been no structures south of Market Street before 1849. By the close of the year however, "Happy Valley," an early encampment, was nestled among the sand dunes to the south of

Market Street. During the 1850s, various shipbuilding and shipbreaking enterprises and foundries flourished along the shoreline in the vicinity of Rincon Point. However, early Gold Rush development south of Market Street tended to be concentrated along the shoreline near First Street and in the Rincon Point area.

The 1853 U.S. Coast Survey map of San Francisco provides the first detailed graphic representation of the block bounded by Fifth, Sixth, Folsom, and Clementina streets. It depicts the SoMa area shortly after it was initially settled, but before any significant alteration to the natural topography had occurred. In mid-1851, the period of time depicted by this map, a substantial amount of development had already taken place. At that time, little, if any topographic alteration had occurred within the boundaries of the project site.

Construction between 1852 and 1855 radically transformed the SoMa area and by 1859, the project site showed signs of development with one small structure. The 1853 U.S. Coast Survey map did not contain detailed information on the structure on the project site, or similar small structures on abutting sites; however, it is likely that they were simple wood-frame dwellings and/or commercial enterprises.

Late 19th Century (1858-1906) and 20th Century. During the 1860s, the population of the SoMa area continued to expand at a rapid pace. In the vicinity of the project site, new multi-story structures, often of brick or stone, began to replace the simple wood-framed buildings prevalent in the 1850s. An 1868 bird's eye lithograph shows the project site as an integral part of the City. In 1865, Long Bridge was constructed in the SoMa area, dramatically affecting the demographics. Before the filling of Mission Bay, this span connected the SoMa area with Potrero Point. The wharf-like span carried horse-car tracks from the foot of Fourth Street to the emerging industrial district of the Potrero. The completion of this bridge resulted in an intensive expansion of the SoMa area west of Fifth Street during the 1870s. According to the 1869 U.S. Coast Survey map, the project area was almost completely developed by the close of the 1860s. The SoMa area retained the same general character throughout the remainder of the nineteenth century. This predominant local demographic characteristic continued until redevelopment efforts of the 1960s and 70s.

Previously Recorded Archaeological Resources

As is the case with many of the heavily urbanized regions of the United States, the prehistory of San Francisco is not as well understood as most archaeologists would desire. A number of important sites in and around San Francisco have been systematically excavated during the past hundred years by professional archaeologists who have carefully analyzed their data and published the results of their research.

On November 14, 2007, Archeo-Tec, Inc. conducted a systematic review of the records on file at the Northwest Information Center at Sonoma State University in Rohnert Park (NWIC File #07-683). The records search identified six previously recorded prehistoric sites within a half mile of the project site, four prehistoric sites within one mile of the project site, one historic-period archaeological site with within a half mile of the project site, and three historic-period archaeological sites within one mile of the project site.[28]

Native American Consultation

A request for a Sacred Land File (SLF) search was made to the Native American Heritage Commission (NAHC). No Native American cultural resource sites recorded in the SLF were reported within the project site. Letters of request for information regarding Native American knowledge or concerns related to the proposed project site were sent to seven Native American contacts on January 7, 2008. No responses have been received from the Native American contacts.

Summary of Potential Archaeological Resources

Potential archaeological resources identified in the archaeological research design and treatment plan (ARDTP) prepared by Archeo-Tec that may be adversely affected by the project include prehistoric deposits and human remains, late Gold Rush period architectural and refuse remains, later-nineteenth-century domestic and commercial refuse, and deposits related to the Earthquake and Fire of 1906.[29]

PALEONTOLOGICAL RESOURCES

Paleontological resources are the fossilized remains or impressions of prehistoric plants and animals. They are valuable, nonrenewable, scientific resources used to document the existence of extinct life forms and to reconstruct the environments in which they lived. Fossils can be used to determine the relative ages of the depositional layers in which they occur and of the geologic events that created and affected those deposits. Fossils are typically found in river, lake, and bog deposits, although they may occur in nearly any type of sedimentary sequence.

---

[28] Archeo-Tec, Archaeological *Research Design and Treatment Plan for the 252-260 Fifth Street Project,* City and County of San Francisco, June 2009, pages 5–13.

[29] Archeo-Tec, Archaeological *Research Design and Treatment Plan for the 252-260 Fifth Street Project, City and County of San Francisco,* June 2009, pages 1–2.

The Conformable Impact Mitigation Guidelines Committee of the Society of Vertebrate Paleontology (SVP) published its *Standard Guidelines* in response to a recognized need to establish procedures for the investigation, collection, preservation, and cataloguing of fossil-bearing sites.[30] The *Standard Guidelines* are widely accepted among paleontologists, followed by most investigators, and identify the key phases of paleontological resource protection as (1) assessment and (2) implementation. Assessment involves identifying the potential for a project site to contain significant nonrenewable paleontological resources that could be damaged or destroyed by project excavation or construction. Implementation involves formulating and applying measures to reduce such adverse effects. The SVP defines the level of potential as one of three sensitivity categories for sedimentary rocks and deposits: High, Moderate, and Low, as listed below. Two additional categories, Marginal and Zero, are used to define non-sedimentary rocks.

- High Sensitivity: assigned to geologic formations known to contain paleontological localities with rare, well-preserved, and/or critical fossil materials for stratigraphic or paleo-environmental interpretation, and fossils providing important information about the paleo-biology and evolutionary history (phylogeny) of animal and plant groups. Generally speaking, highly sensitive formations are known to produce vertebrate fossil remains or are considered to have the potential to produce such remains.
- Moderate Sensitivity: assigned to geologic formations known to contain paleontological localities with moderately preserved, common elsewhere, or stratigraphically long-ranging fossil material. The moderate sensitivity category also is applied to geologic formations that are judged to have a strong, but unproven potential for producing important fossil remains (e.g., Pre-Holocene sedimentary rock units representing low to moderate energy, of marine to non-marine depositional settings).
- Low Sensitivity: assigned to geologic formations that, based on their relative youthful age and/or high-energy depositional history, are judged unlikely to produce important fossil remains. Typically, low sensitivity formations may produce invertebrate fossil remains in low abundance.

The project site is underlain by five to 10 feet of artificial fill (loose to medium dense sand, sand with silt, and silty sand, containing debris of brick, concrete, and wood), which, in turn is underlain by zero to 16 feet of dune sand (clean, medium dense to very dense sand). Beneath the dune sand is six to 20 feet of marsh deposits (interbedded very soft to stiff and loose to medium dense, highly organic soils consisting of peat, highly plastic clay, sandy clay, silty sand, and clayey sand). Under the marsh deposits, at depths ranging from 13 to 38 feet below the ground surface, is at least seven feet of dense to very dense sand containing seams of very stiff to hard sandy clay.

---

[30] Society of Vertebrate Paleontology, Conformable Impact Mitigation Guidelines Committee, 2007 Policy Statements, *Assessment and Mitigation of Adverse Impacts to Nonrenewable Paleontological Resources: Standard Guidelines*, 2007.

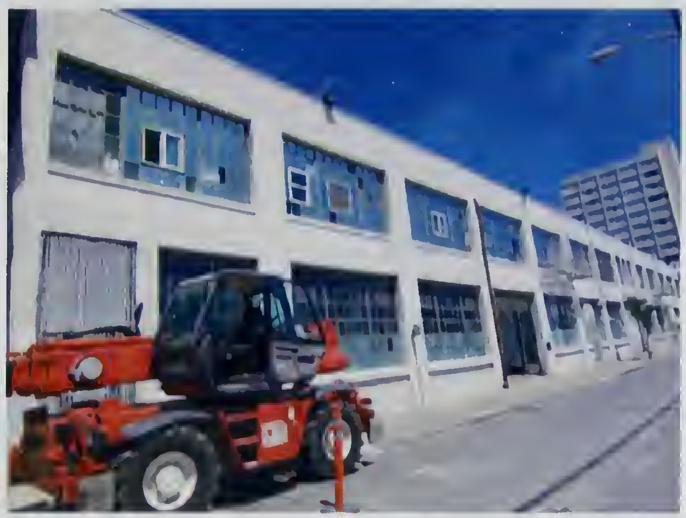
Based on its youthful age and obvious anthropogenic origin, the artificial fill would be considered a deposit of low sensitivity. The marsh deposits would be considered of low to moderate sensitivity because of their youthful age, although such deposits contain Holocene fossils in other parts of California: they are more likely to contain archaeological material, rather than paleontological material. The dune sand and dense sand/clay would be considered of moderate sensitivity because such deposits contain fossils in other parts of California.

HISTORICAL RESOURCES

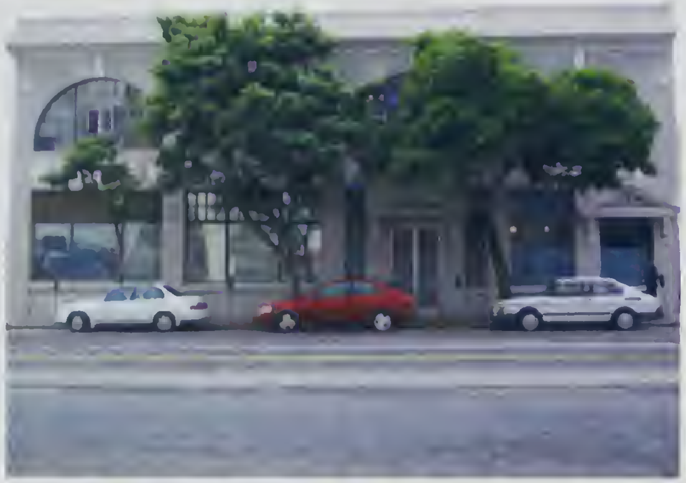
The 260 Fifth Street site currently contains two site improvements: an asphalt-paved surface parking lot and a warehouse built in 1923, with street-facing façades oriented toward Fifth Street, Clementina Street, and Tehama Street. The architects were the O'Brien Brothers with Meyers Brothers as contractors.

Building Description

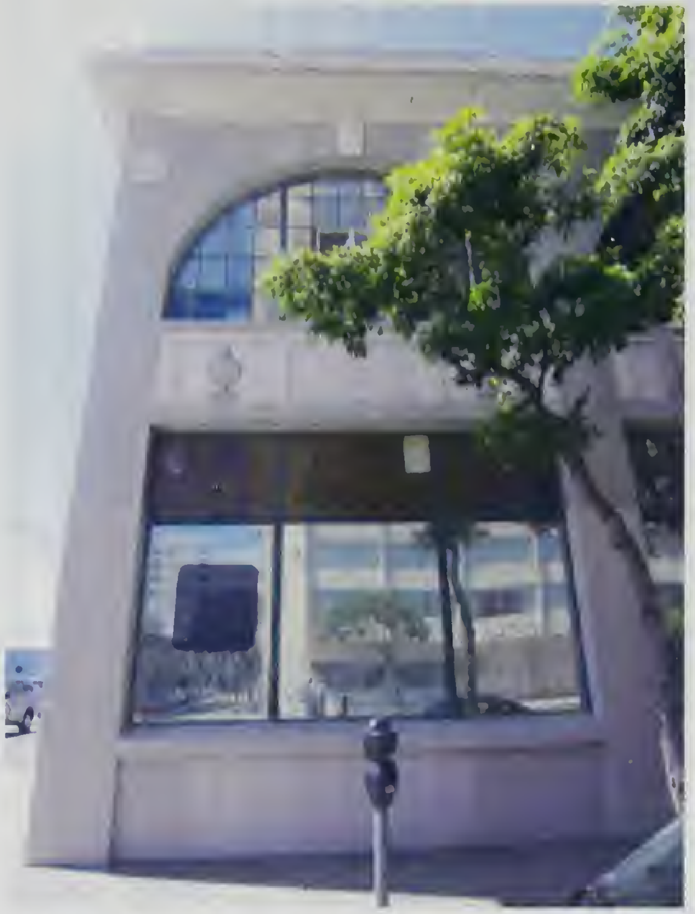
The warehouse is a two-story reinforced concrete structure with a rectangular footprint measuring 275 feet long by 75 feet wide, and a flat roof. The Clementina Street (south) elevation is one of the longer sides of this rectangular building. The Clementina Street elevation is divided into thirteen symmetrical bays, each of which contains wide rectangular divided-light metal windows on both the first and second stories, except that the building's sole rollup vehicle door occupies the first floor level of one of the bays. The Clementina Street façade has a spandrel that runs beneath the second story windows, but is undecorated. The Fifth Street (east) elevation is one of the shorter sides of this rectangular building. It contains four symmetrical bays, similar to the bays found on the Clementina Street elevation except that the second story bays on Fifth Street are arched. The Fifth Street spandrel panels are decorated with bas relief urns, and a keystone element is set above each arched opening (i.e., the windows in the second story of each bay). There are also piers at the ends and between each bay along the Fifth Street façade. Each Fifth Street post is topped by a cast concrete medallion. A projecting cornice wraps around the Fifth Street façade to the first bay on Clementina Street. The exterior façades on both Fifth Street and Clementina Street are mostly intact in their original 1923 form, with the exception of inserts for a pedestrian entry through one of the Fifth Street bays and a rollup vehicle door in one of the Clementina Street bays, and minor changes to the window sash on the Clementina façade (see Figure 15, p. 87, for photographs of the existing structure).



South elevation, Clementina Street



East elevation, Fifth Street



East elevation, south bay, Fifth St.

SOURCE: CHS Consulting Group, 2008

260 FIFTH STREET PROJECT

FIGURE 15: EXISTING HISTORICAL ARCHITECTURAL RESOURCE STRUCTURE (WAREHOUSE) AT 260 FIFTH STREET

The Tehama Street (north) building elevation of the building was originally "blind" (abutted other structures). This elevation contains no windows or original ornamentation. In recent years, a mural of the Golden Gate Bridge was painted on this wall.

Neighborhood Context

As discussed above, the area that is now known as the South of Market, or SoMa, neighborhood consisted of sand dunes, scrub oak, swamps, and streams until the first Euro-American settlers arrived in the late 1840's. In 1847, the sand dunes were leveled and the creeks and swamps were filled in to allow for development as a primarily heavy industrial neighborhood. The SoMa area had become a mixed-use neighborhood by 1906, the year of the great earthquake, and it housed a largely immigrant laborer population from Ireland, Germany, France and other countries. The 1906 earthquake and fire destroyed the SoMa neighborhood. Post-earthquake reconstruction was completed in two building booms, from 1906-1911 and from 1920-1925; by 1925, the neighborhood was comprised of mostly two- to five-story reinforced-concrete buildings, with a stripped-down Classical Revival aesthetic, similar to the warehouse on the 260 Fifth Street site. The SoMa neighborhood has changed since that period. Several entire blocks were cleared in the 1950s and reused as the site of the current Moscone Center, Yerba Buena Gardens, some large parking garages and office towers. In the 1990's, the SoMa neighborhood underwent its final major transformation to date, namely, the construction of "live-work" lofts on many of the remaining vacant lots. [31]

Throughout its history, the Eastern SoMa neighborhood has never been subject to either a comprehensive survey or an evaluation of a potential historic district in that area. A number of recent projects have included evaluations which have identified a potential historic district, but not defined the strict boundaries of this district.[32] The Planning Department Historic Resource Evaluation Report (HRER) identifies the area surrounding the project site (to both the north and the west of the project site) as containing buildings of historic, architectural, or aesthetic value, which are linked by important historical or architectural characteristics. The HRER notes that the project site vicinity has been identified as a potential California Register-eligible historic district in the South of Market Historic Context Statement, as adopted by the former Landmarks Preservation Advisory Board in April 2007. The potential California Register-eligible historic district boundaries are irregular but generally encompass the area between Mission Street to the north, Fifth Street to the east, Harrison and Bryant Streets to the south, and 12th Street to the west. The project site is at the eastern edge of the identified district. The site is generally abutted by modern buildings. The HRER found that the building is associated with the post-Earthquake reconstruction of SoMa, and is a distinctive example of an industrial building constructed within the period of significance of the potentially eligible Light Industrial and Residential Historic District. The Planning Department is carrying out a further historical resource survey of the East SoMa. The purpose of this survey is to document and further define potential historic districts, such as the California Register-eligible Light Industrial and Residential Historic District, identified in the South of Market Historic Context Statement.

---

[31] *255 Seventh Street DEIR*, pp. 54-58. Planning Department Case No. 2004.0588E. The DEIR is on file for public review at the Planning Department, 1650 Mission Street Suite 400 as part of Case No. 2004.0588E

[32] Ibid.

Existing Surveys

The 260 Fifth Street building is not listed as a landmark under Article 10 of the Planning Code, and is not listed on the National Register of Historic Places or the California Register of Historical Resources. The building was not listed in the Unreinforced Masonry Building (UMB) survey, the 1976 Department of City Planning survey, or the 1968 *Here Today* survey. The San Francisco Architectural Heritage surveys rated the building as "C" for contextual importance.

REGULATORY SETTING

California Register of Historical Resources (CRHR)

The California Register of Historical Resources (CRHR) is an authoritative listing of the State's significant historical and archaeological resources. It includes buildings and structures formally determined eligible and listed through procedures adopted by the State Office of Historic Preservation. Any resource listed in or formally determined eligible for the National Register of Historic Places is automatically listed in the CRHR, pursuant to Section 4851(a) of the Public Resources Code.

For purposes of listing on the CRHR, an "historical resource" includes, but is not limited to, "any object, building, structure, site area or place which is historically or archaeologically significant, or is significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military or cultural annals of California" and which meets the criteria for listing. A historical resource of local, State, or national significance may be eligible for listing in the CRHR if it satisfies one or more of the following criteria:

1. It is associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States; or
2. It is associated with the lives of persons important to local, California, or national history; or
3. It embodies the distinctive characteristics of a type, period, region, or method or construction, or represents the work of a master, or possesses high artistic values; or
4. It had yielded, or has the potential to yield, information important to the prehistory or history of the local area, California, or the nation.

According to the San Francisco Planning Department CEQA historical resources review procedures, adopted "local historic registers" include Articles 10 and 11 of the *Planning Code*; the 1968 book *Here Today*, adopted by Board of Supervisors resolution in 1970; the Dogpatch Survey, endorsed by Planning Commission motion in 2001; the Central Waterfront Survey, endorsed by Planning Commission motion in 2002; and the North Beach Survey, adopted by Board of Supervisors resolution in 1999. Resources listed in other surveys generally require further consideration prior to a determination being made as to their status as historical resources. Planning Department historical resource review procedures state that, for various types of properties, including buildings more than 50 years old that are proposed for demolition, "additional research will be required to determine whether they meet the CRHR criteria and qualify as 'historical resources' for the purposes of CEQA."[33] This further project-specific research will, in some cases, result in a property being determined to be a historical resource for CEQA purposes, even though the property was not previously identified as a historical resource under the preceding criteria.[34]

CEQA requires that the effects of a project on an archaeological resource shall be taken into consideration. CEQA recognizes archaeological resources as being potential instances of a "unique archaeological resource" (CEQA Section 21083.2) or of an "historical resource" (CEQA Section 21084.1). However, it shall first be determined if the archaeological resource is an "historical resource" (CEQA Guidelines Section 15064.5 Section (1)), that is, if the archaeological resource meets the criteria for listing on the CRHR. To be eligible for listing on the CRHR under

---

[33] San Francisco Preservation Bulletin No. 16, San Francisco Planning Department, "CEQA Review Procedures for Historic Resources," Final Draft, October 8, 2004; p. 6. Available on-line at: http://www.sfgov.org/site/uploadedfiles/planning/projects_reports/PresBulletin16CEQA10_8_04.PDF

[34] City of San Francisco, 255 Seventh Street DEIR, pp. 51-52. Planning Department Case No. 2004.0588E. The DEIR is on file for public review at the Planning Department, 1650 Mission Street Suite 400 as part of Case No. 2004.0588E

Criteria 1, 2, or 3, an archaeological site must contain artifact assemblages, features, or stratigraphic relationships associated with important events, or important persons, or be exemplary of a type, period, or method of construction (CEQA Guidelines Section 15064.5(a)(1) and (3) and (c)(1) and (2)). To be eligible under Criterion 4, an archaeological site need only show the potential to yield important information. An archaeological resource that qualifies as a "historical resource" under CEQA, generally, qualifies for listing under Criterion "4" of the CRHR (CEQA Guidelines Section15064.5 (a) (3) (D)). An archaeological resource may qualify for listing under Criterion "4" when it can be demonstrated that the resource has the potential to significantly contribute to questions of scientific/historical importance. The research value of an archaeological resource can only be evaluated within the context of the prehistoric/historical background of the site of the resource and within the context of prior archaeological research related to the property type represented by the archaeological resource (California Office of Historic Preservation, Planning Bulletin No. 5).

Under CEQA a significant adverse effect to an archaeological resource is an adverse effect to an archaeological resource that has been determined to be an "historical resource" (CEQA Section 21084.1) or a "unique archaeological resource" (CEQA Section 21083.2). Typically, the qualification of an archaeological resource as a historical resource or a unique archaeological resource requires the demonstration of the resource's potential research significance, that is, that the resource "has yielded, or has the potential to yield, information important to the prehistory or history of the local area, California or the nation" (historical resource, Public Resources Code Section 5024.1 (b-c)) or "contains information needed to answer important scientific research questions and that there is a demonstrable public interest in that information" (unique archaeological resource, CEQA Section 21083.2(g)(1)). To assess whether a property is likely to contain important information, a qualified archaeologist must prepare an archaeological research design. This document identifies the important questions that could be addressed by the kind of data that the property is likely to contain and that cannot be addressed using data from other sources alone.

Integrity of Historical Resources

All resources nominated for listing in the CRHR must have integrity, which is the authenticity of an historical resource's physical identity evidenced by the survival of characteristics that existed during the resource's period of significance. Resources, therefore, must retain enough of their historic character or appearance to be recognizable as historical resources and to convey the reasons for their significance. Integrity is evaluated with regard to the retention of location, design, setting, materials, workmanship, feeling, and association. It must also be judged with reference to the particular criteria under which a resource is proposed for nomination.

Integrity of Archaeological Resources

Integrity refers to the degree to which a resource has retained the character it possessed during its period of significance. The nature and degree of integrity that an archaeological resource must retain for listing to the CRHR under Criterion 4, is measured by the ability of the physical remains and context of the archaeological resource to convey the types of data necessary to contribute to research issues identified in a formal research design. In this way, fragmentary, scant, or dispersed physical remains which under other criteria of evaluation would be unimportant from lack of sufficient integrity, could be significant archaeologically as a result of the information value (scientific integrity) of the archaeological remains.

Paleontological Resources

Paleontological resources are the fossilized remains or impressions of prehistoric plants and animals. They are valuable, nonrenewable, scientific resources used to document the existence of extinct life forms and to reconstruct the environments in which they lived. Fossils can be used to determine the relative ages of the depositional layers in which they occur and of the geologic events that created those deposits.

A variety of federal, state, and local regulations and policies protect paleontological resources. These include, NEPA, CEQA, the federal Antiquities Act of 1906, the National Natural Landmarks Program, and the California Public Resources Code. Under California law, paleontological resources are included in CEQA (California Administrative Code, Title 14, Section 4306 et seq. and Public Resources Code section 5097.5) and are required to be examined as part of the CEQA process.

IMPACTS

SIGNIFICANCE THRESHOLDS

A project would result in a significant environmental impact if it would:

- Cause a substantial adverse change in the significance of a historical resource as defined in CEQA Guidelines Section 15064.5;
- Cause a substantial adverse change in the significance of an archaeological resource pursuant to CEQA Guidelines Section 15064.5;

- Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature; and/or
- Disturb any human remains, including those interred outside of formal cemeteries.

IMPACT EVALUATION

Archaeological Resources

Impact CR–1: Significant Effect on Archaeological Resources

The proposed project would develop the site with a nine-story building, comprised of two wings set on a one-story base above a basement garage and foundation. The basement floor level excavation would extend to approximately 29 feet below grade, at its greatest depth (i.e., the bottom of the excavated pits required for "stacked" vehicle parking). During construction, maximum excavation depth could reach approximately 30-35 feet below grade, and would remove approximately 14,740 cubic yards of soil. The project sponsor proposes to use piles and a slab foundation. The deep foundation techniques would require drilling for foundation piles below the excavation depth. The foundation piles would then be driven to a depth of 21 feet to 30 feet below grade surface or more. That drilling and subsequent pile driving could disturb prehistoric deposits below the project site. Furthermore, the project geotechnical consultant has recommended a range of deep foundation techniques that would likely be necessary to support the proposed structures within soft sand deposits that characterize the project site. The range of foundation types recommended in the project geotechnical report[35] almost all involve soil grouting, which could disturb prehistoric deposits below the project site, to a greater extent than would drilling and pile driving alone. Therefore, the proposed project would have the potential to disturb prehistoric and historic-period archaeological resources and human remains within the project site.

Archaeological resources are typically eligible under Criterion D of the CRHR for their ability to add data to the historical record, and thus designated an historical resource under CEQA. Whether or not this data is significant according to these guidelines depends in part on the implications of the background research and definition of property types. The ARD established a context for the area as well as research themes and questions by which resources can be evaluated if discovered.

---

[35] Treadwell and Rollo, *Geotechnical Investigation 260 5th Street, San Francisco, California*, November 2, 2007. This document is available for review at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2007-0690E.

Cutting and filling in the project vicinity occurred during the late 1850s to the early to mid-1860s. Prior to grading, the project site was adjacent to the marshlands bordering Mission Bay at an elevation of less than 20 feet above mean sea level; the topographic information indicates that the site is overlain by fill to a depth of between five and eight feet. Therefore, any subsurface archaeological resources that were present on the site prior to the fill activities are likely still present. Consequently, there is a strong likelihood that cultural materials within the project site remain buried beneath the fill; excavation activities during demolition and construction may disturb previously unidentified cultural resources.

The following archaeological resources may be encountered on the project site:

- Prehistoric Native American Cultural Deposits/Human Remains, based on previous archaeological studies at nearby sites;
- Post-Gold Rush Construction, based U.S. Coast Survey maps;
- Later 19th Century Commercial/Domestic Refuse based on Sanborn Maps, US Census records, and City Directory data; and
- Architecture/Earthquake Rubble, based on archival data that indicates the area burned on the first day of the 1906 earthquake and fire.

Implementation of Mitigation Measure M-CR-1, p. 98, would reduce the impacts of the proposed project to archaeological resources to a less-than-significant level.

Paleontological Resources

Impact CR–2: Significant Effect on Paleontological Resources

The proposed project would develop a basement level that would extend to a depth of approximately 29 feet below grade. Maximum construction-period excavation depth might reach approximately 30-35 feet below grade. Therefore, the proposed project would have the potential to disturb paleontological resources within the project site.

The paleontological resource analysis included searches of databases conducted through the University of California Museum of Paleontology; the American Museum of Natural History, Division of Paleontology; and the North American Mammalian Palaeofaunal Database in January 2009 to identify previously reported fossil finds in the vicinity of the project site. Of the finds identified in San Francisco, three were in the South of Market area (one near Islais Creek and two near the Bay Bridge Anchorage) in geologic units that might correspond in age to those that underlie the project site at a depth that could be reached by the proposed excavation.

Implementation of Mitigation Measure M-CR-2, p. 102, would reduce the impacts of the proposed project to paleontological resources to a less-than-significant level.

Historical Resources

Project Effects on Historical Resources

Kelley and VerPlanck reviewed the 260 Fifth Street building under the criteria for eligibility for the CRHR. The report identifies 260 Fifth Street's period of significance, relative to historic integrity, as being the post-1906 earthquake period, from 1906 through 1927. This period of significance was identified in the South of Market Historic Context Statement, adopted by the former Landmarks Preservation Advisory Board in April 2007, and applicable to most South of Market resources. Because the 260 Fifth Street warehouse interior has been subdivided many times, the Kelley and VerPlanck report concluded that the warehouse interior does not retain historic integrity, but that the exterior retains moderate to good integrity. The exterior façades on both Fifth Street and Clementina Street retain most of their original 1923 features. These features have not been degraded over time, and remain operable and in a good state of repair.

The Kelley and VerPlanck report found that the warehouse is not individually associated with specific events that have made a significant contribution to the broad pattern of California's or San Francisco's history or cultural heritage related to the post-earthquake redevelopment of SoMa (CRHR Criterion 1). The HRER, however, found that the property lies within an area that includes a high concentration of early 20th-century industrial and residential structures. In the early part of the 20th century, the SoMa neighborhood, which had been devastated by the 1906 earthquake and subsequent fires, was redeveloped with a mixture of commercial/industrial and residential buildings. Primary street, such as the numbered streets, and Folsom and Howard Streets, were developed with commercial and industrial buildings, while interior streets, such as Clementina, Minna, and Natoma Streets, were primarily residential enclaves for employees of the nearby industries. This link between worker housing and places of employment conveys a strong continuity with the history of industry and development of the SoMa area. While the exact boundaries of the district are yet to be determined, the subject property appears eligible for the CRHR by association with this post-1906 mixed commercial/industrial and housing district. Therefore, the building would meet the CRHR criterion for association with events, as a contributor to a potential historic district.

The building is associated with the O'Brien Brothers as architects and Meyers Brothers as contractors. Neither Kelley and VerPlanck nor the HRER found that those associations would rise to significance under CRHR Criterion 2. The warehouse building was formerly occupied by the offices of Bill Graham Presents, then Bill Graham Enterprises after the death of Mr. Graham. Bill Graham was arguably an important historic personage who moved to San Francisco in the early 1960's. Bill Graham launched a career managing, producing and, in particular, promoting concerts in 1965, and continued this career until his death in 1991. He was instrumental in shaping the modern music industry during his 26 year career. He purchased the 260 Fifth Street space five years before his death, and used the office space for administrative functions. According to Kelley and VerPlanck, the final five years of Bill Graham's career were long after the period of his most important concert promotion and management activities. The offices never served as a host site for concerts and other important events for which Bill Graham was known. Kelley and VerPlanck and the HRER concluded that the building is not meaningfully associated with important historic figures as it housed the offices of Bill Graham Presents for the final five years of Graham's life, well after he made major contributions to the music industry. Therefore, the building would not meet the CRHR criterion for association with persons.

Kelley and VerPlanck found that the building does not embody distinct design characteristics of the time, nor represent an important work of a master builder or architect, nor demonstrate outstanding artistic merit in its design, under CRHR Criterion 3. The HRER found that the building's prominent corner location and well-executed design convey distinctive characteristics of an industrial building type constructed in SoMa in the 1920s, the period of significance of the potential California Register-eligible historic district. Therefore, the building would meet the CRHR criterion for architecture, as a contributor to a potential historic district.

Kelley and VerPlanck and the HRER noted that building's interior has been remodeled for various uses over time and does not possess original integrity. The HRER found that the building's exterior appears to retain sufficient integrity to convey the sense of time and place associated with the period of significance of the potential California Register-eligible historic district.

Based on the discussion above, the 260 Fifth Street building would be eligible for the CRHR and would be considered an historical resource for the purposes of CEQA.

Impact CR–3: Significant Effect on Historical Resources

The proposed project would involve the demolition of a warehouse structure constructed in 1923 that qualifies as an historical resource pursuant to CEQA. "Historical resource" is a term with a defined statutory meaning and includes any resource listed in, or eligible for listing in, the CRHR (see Public Resources Code Section 21084.1). The warehouse has been identified as a contributor to a potential CRHR-eligible historic district, and therefore is an historical resource pursuant to CEQA. The potential historic district boundaries are not yet formally defined but generally include the approximately 50-block area bounded by Third Street, Mission Street, Duboce Street-13th Street, and Townsend Street. Although, the loss of 260 Fifth Street as a contributor to a potential CRHR-eligible historic district would not render the district ineligible for the CRHR, the loss of the warehouse would result in a substantial adverse change in the significance of a historical resource as defined in CEQA Guidelines Section 15064.5. The HRER concluded, therefore, that demolition of 260 Fifth Street building would constitute removal of a potential historical resource, and would be a potentially significant and unavoidable impact of the proposed project.

Implementation of Mitigation Measure M-CR-3, p. 102, would reduce but not avoid the impact of the proposed project to historical resources. The effect would remain significant and unavoidable.

Cumulative Impacts on Historical Resources

Impact CR–4: Significant Cumulative Effect on Historical Resources

The proposed project would demolish a contributing structure to the identified potential California Register-eligible historic district. While that district has not yet been designated, this designation is reasonably foreseeable. The incremental effects of the proposed project may combine with other past, present and future projects in the SoMa area that would result in additional losses in the potential

California Register-eligible historic district. The Eastern Neighborhoods Final Environmental Impact Report found that development in the East SoMa would result in cumulative loss of historical resources, including structures in the potential California Register-eligible historic district.[36] That FEIR concluded that this would be a significant unavoidable impact. The proposed project would therefore contribute to a significant unavoidable cumulative impact on historical resources.

MITIGATION MEASURES

Mitigation Measure M-CR-1: Archaeological Resources:

Based on a reasonable presumption that archaeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources: The project sponsor shall retain the services of a qualified archaeological consultant having expertise in California prehistoric and urban historical archaeology. The archaeological consultant shall undertake an archaeological testing program as specified herein. In addition, the consultant shall be available to conduct an archaeological monitoring and/or data recovery program if required pursuant to this measure. The archaeological consultant's work shall be conducted in accordance with this measure and with the requirements of the project archaeological research design and treatment plan[37] prepared for the project at the direction of the Environmental Review Officer (ERO). In instances of inconsistency between the requirement of the project archaeological research design and treatment plan and of this archaeological mitigation measure, the requirement of this archaeological mitigation measure shall prevail. All plans and reports prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archaeological monitoring and/or data recovery programs required by this measure could suspend construction of the project for up to a maximum of four weeks. At the direction of the ERO, the suspension of construction can be extended beyond four weeks only if such a suspension is the only feasible means to reduce to a less than significant level potential effects on a significant archaeological resource as defined in CEQA Guidelines Section 15064.5 (a) (c).

---

[36] *Eastern Neighborhoods Rezoning and Area Plans Final Environmental Impact Report*, Planning Department Case No. 2004.0160E, certified August 7, 2008., pp. 473-474. The FEIR is on file for public review at the Planning Department, 1650 Mission Street Suite 400 as part of Case No. 2004.0160E, or at: http://www.sfgov.org/site/planning_index.asp?id=67762.

[37] Archeo-Tec, *Archaeological Research Design and Treatment Plan for the 252-260 Fifth Street Project, City and County of San Francisco*, June 2009.

Archaeological Testing Program. The archaeological consultant shall prepare and submit an archaeological testing plan (ATP) to the ERO for review and approval. The archaeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the expected archaeological resource(s) that potentially could be adversely affected by the proposed project, the testing method to be used, and the locations recommended for testing. The purpose of the archaeological testing program will be to determine to the extent possible the presence or absence of archaeological resources and to identify and to evaluate whether any archaeological resource encountered on the site constitutes an historical resource under CEQA.

At the completion of the archaeological testing program, the archaeological consultant shall submit a written report of the findings to the ERO. If, based on the archaeological testing program, the archaeological consultant finds that significant archaeological resources may be present, the ERO, in consultation with the archaeological consultant, shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archaeological testing, archaeological monitoring, and/or an archaeological data recovery program. If the ERO determines that a significant archaeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor either:

A) The proposed project shall be redesigned so as to avoid any adverse effect on the significant archaeological resource; or

B) A data recovery program shall be implemented, unless the ERO determines that the archaeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible.

Archaeological Monitoring Program. If the ERO, in consultation with the archaeological consultant, determines that an archaeological monitoring program (AMP) shall be implemented, the archaeological monitoring program shall minimally include the following provisions:

- The archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the AMP reasonably prior to any project-related soils disturbing activities commencing. The ERO, in consultation with the archaeological consultant, shall determine what project activities shall be archaeologically monitored. In most cases, any soils-disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archaeological monitoring because of the risk these activities pose to potential archaeological resources and to their depositional context;

- The archaeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), of how to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archaeological resource;
- The archaeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archaeological consultant and the ERO until the ERO has, in consultation with project archaeological consultant, determined that project construction activities could have no effects on significant archaeological deposits;
- The archaeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;
- If an intact archaeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archaeological monitor shall be empowered to temporarily redirect demolition/excavation/pile driving/construction activities and equipment until the deposit is evaluated. If, in the case of pile driving activity (foundation, shoring, etc.), the archaeological monitor has cause to believe that the pile driving activity may affect an archaeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archaeological consultant shall immediately notify the ERO of the encountered archaeological deposit. The archaeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archaeological deposit, and present the findings of this assessment to the ERO.

Whether or not significant archaeological resources are encountered, the archaeological consultant shall submit a written report of the findings of the monitoring program to the ERO.

Archaeological Data Recovery Program. The archaeological data recovery program shall be conducted in accord with an archaeological data recovery plan (ADRP). The archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archaeological consultant shall submit a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archaeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the proposed project. Destructive data recovery methods shall not be applied to portions of the archaeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- Field Methods and Procedures. Descriptions of proposed field strategies, procedures, and operations.
- Cataloguing and Laboratory Analysis. Description of selected cataloguing system and artifact analysis procedures.
- Discard and Deaccession Policy. Description of and rationale for field and post-field discard and deaccession policies.
- Interpretive Program. Consideration of an on-site/off-site public interpretive program during the course of the archaeological data recovery program.
- Security Measures. Recommended security measures to protect the archaeological resource from vandalism, looting, and non-intentionally damaging activities.
- Final Report. Description of proposed report format and distribution of results.
- Curation. Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

Human Remains and Associated or Unassociated Funerary Objects. The treatment of human remains and of associated or unassociated funerary objects discovered during any soils disturbing activity shall comply with applicable State and Federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and, in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code Sec. 5097.98). The archaeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (CEQA Guidelines. Sec. 15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects.

Final Archaeological Resources Report. The archaeological consultant shall submit a Draft Final Archaeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archaeological resource and describes the archaeological and historical research methods employed in the archaeological testing/monitoring/data recovery program(s) undertaken. Information that may put any archaeological resource at risk shall be provided in a separate removable insert within the final report.

Once approved by the ERO, copies of the FARR shall be distributed as follows: The California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest in, or the high interpretive value of, the resource, the ERO may require a different final report content, format, and distribution than that presented above.

Mitigation Measure M-CR-2: Paleontological Resources:

The project sponsor shall retain the services of a qualified paleontological consultant, either as part of the archaeological consultant team or to work with the archaeological consultant to be retained through Mitigation Measure M-CR-1: Archaeological Resources. The paleontologist shall provide the archaeologist information sufficient to allow the archaeological testing program specified in M-CR-1 to serve also as a preliminary paleontological testing program. The paleontologist shall be available to assist the archaeologist in conducting a monitoring and/or data recovery program, if required, to the extent that paleontological resources would be involved in the program.

Mitigation Measure M-CR-3: Historical Resources:

To partially offset the loss of the 260 Fifth Street building, a structure considered to be a contributor to the potential California Register-eligible historic district, the project sponsor shall, at a minimum, ensure that a complete survey meeting the standards of the Historic American Building Survey (HABS) is undertaken prior to demolition. This survey shall be completed in accordance with HABS Level II documentation standards. According to HABS Standards, Level II documentation consists of the following tasks:

- Written data: A brief report documenting the existing conditions and history of the building shall be prepared, focusing on the building's architectural and contextual relationship with the greater Eastern SoMa neighborhood.

- Photographs: Photographs with large-format (4 inch x 5 inch) negatives shall be shot of exterior and interior views of the 260 Fifth Street building. Historic photos of the building, where available, shall be photographically reproduced. All photos shall be printed on archival fiber paper.
- Drawings: Existing architectural drawings (elevations and plans) of the 260 Fifth Street building, where available, shall be photographed with large format negatives or photographically reproduced on mylar.

The complete documentation package shall be submitted to local and regional archives, including but not limited to, the San Francisco Public Library History Room, the California Historical Society and the Northwest Information Center at Sonoma State University in Rohnert Park.

Implementation of this mitigation measure would not reduce the project's significant adverse impact to a less-than-significant level. State CEQA Guidelines Section 15126.4 states that, "In some circumstances, documentation of an historical resource, by way of historic narrative, photographs, or architectural drawings, as mitigation for the effects of demolition of the resource will not mitigate the effects to a point where clearly no significant effect on the environment would occur." As such, HABS recordation does not fully mitigate the loss of historic structures. Although the primary significance of the 260 Fifth Street building relates to its contextual association with the SoMa neighborhood and not as a significant work of architecture, nonetheless, demolition of the 260 Fifth Street building would result in significant, unavoidable impact on historical resources.

Mitigation Measure M-CR-4: Cumulative Effect on Historical Resources

The project sponsor shall comply with Mitigation Measure M-CR-3. Implementation of this mitigation measure would not reduce the project's significant adverse cumulative impact to a less-than-significant level; it would partially mitigate the loss of the historical resource, but the proposed project cumulative impacts on historical resources would remain significant and unavoidable.

THIS PAGE INTENTIONALLY LEFT BLANK

IV. Other CEQA Issues

A. GROWTH INDUCEMENT

Growth inducement analysis under CEQA considers the ways in which proposed projects could foster economic or population growth, or the construction of additional housing, either directly or indirectly, in the surrounding environment.[38] Projects that are traditionally or most commonly considered growth inducing are those that would remove obstacles to population growth (for example, a major expansion or a wastewater treatment plant may allow for more construction in its service area, or a new freeway may allow growth at freeway exits).

Growth in the area is an inherent impact of the proposed project. The basic premise of the proposed project is to alter the land use, density, and character of the project site by providing residential and employment opportunities. If successfully implemented, the proposed project would be expected to create additional population, employment, and housing growth in the project area. The potential impacts associated with this growth are analyzed in the Initial Study and EIR for the project (see Appendix A).

This discussion considers how approval of the project could potentially affect growth elsewhere in San Francisco. The proposed project would replace (a) an existing 42,000 square foot building housing office space which historically accommodated between 30 and 75 workers at a time, and an art gallery employing an average of 4 on-site employees at a time, and (b) an untended 35-space parking lot. Employment at the site would be expected to decrease under the proposed project as the proposed retail use would introduce about 20 new employees. In addition, the proposed residential use would require about 10 maintenance and office staff to manage the residential uses. Because the total number of employees would remain similar to, or decrease from, existing office staffing in the art gallery and office uses, the proposed project would not cause growth or concentration in employment that would result in significant growth-inducing impacts related to employment.

The proposed project would provide up to 143,229 gross square feet (gsf) of residential space with a maximum of 178 units. Of these, 85 percent (or approximately 151 units) would be market rate and 15 percent (or approximately 27 units) would be below market rate housing. With anticipated new housing construction, the proposed project would increase the City's overall housing stock. However, implementation of the proposed project would not represent a significant growth in housing in the context of the City as a whole, which is projected to have an increase of 28,750 households between 2010 and 2025.[39]

---

[38] CEQA Guidelines, Section 15126.2(d)

The proposed project is located in an urban area that is already serviced by the City's municipal infrastructure and public services. No expansion to municipal infrastructure or public services not already under construction or included with the project would be required to accommodate new development directly or indirectly induced by the proposed project. The project would not result in development of new public services that would accommodate significant further growth. For these reasons, the proposed project would not be considered to result in significant growth-inducing impacts.

B. SIGNIFICANT UNAVOIDABLE EFFECTS

In accordance with Section 21100(b)(2)(A) of CEQA, and CEQA Guidelines Section 15126.2(b), this section identifies significant impacts that could not be eliminated or reduced to an insignificant level by implementation of mitigation measures included as part of the proposed project or by other mitigation measures that could be implemented, identified in Section III. This section is subject to final determination by the San Francisco Planning Commission as part of the certification process for the FEIR. If necessary, this section will be revised in the FEIR to reflect the findings of the Commission.

The proposed project would redevelop the 28,641-sf site at 260 Fifth Street from a building containing office space formerly occupied by an event promotion business, art gallery space, and a 35-space parking lot into a mixed-use residential and commercial building with two connected nine-story structures, with up to 178 residential units. As discussed in the Setting section, the project site was formerly zoned Residential/Service Mixed-Use District (RSD), a designation that permits a range of production, distribution, and repair (PDR) uses and non-PDR uses. Under the recently adopted Eastern Neighborhoods rezoning, the project site is designated Mixed Use-Residential (MUR). The MUR district also permits PDR uses. As a result, the proposed project, under applicable land use controls, would preclude a future PDR use of the site, thereby incrementally reducing the supply of land suitable for PDR development in the Eastern Neighborhoods. The proposed project would eliminate any opportunity for PDR use and incrementally reduce the supply of land available for PDR activities.

The proposed project would therefore have an unavoidable significant cumulative land use effect, namely, it would contribute to a greater deficit in PDR space than would otherwise occur without the proposed project, thereby contributing to greater displacement of PDR businesses and jobs than would otherwise occur. This loss of opportunity for PDR use on the project site and the potential associated displacement of PDR businesses and jobs would be considered a significant, unavoidable cumulative impact of the proposed project. No mitigation has been identified for the proposed project's contribution to the cumulative loss of land available for PDR use in the Eastern Neighborhoods area.

---

[39] ABAG 2007 Projections, 2006.

The proposed project would involve the demolition of a warehouse structure constructed in 1923. The demolition of the 260 Fifth Street building would eliminate a structure that could otherwise contribute to the identified potential California Register-eligible historic district. Demolition of 260 Fifth Street building would constitute removal of a potential historical resource, and would be a potentially significant and unavoidable impact of the proposed project.

The incremental effects of the proposed project may also combine with other past, present and future projects in the SoMa area that would result in additional losses in the potential California Register-eligible historic district. The Eastern Neighborhoods Final Environmental Impact Report found that development in the East SoMa would result in cumulative loss of historical resources, including structures in the potential California Register-eligible historic district.[40] That FEIR concluded that this would be a significant unavoidable impact. The proposed project would therefore contribute to a significant cumulative unavoidable impact on historical resources.

Implementation of Mitigation Measures M-CR-3 and M-CR-4 would reduce but not avoid the impact of the proposed project to historical resources. The effect would remain significant and unavoidable.

Alternatives to the proposed project are discussed in Chapter V of this EIR. Implementation of Alternative A: Adaptive Reuse/Preservation or Alternative B Adaptive Reuse/Preservation Plus PDR Space, as well as Alternative C: No Project, would avoid the potential immediate and cumulative impact of the loss of an historical resource on the project site. Implementation of Alternative B: Adaptive Reuse/Preservation Plus PDR Space and Alternative C: No Project would avoid the potentially cumulatively significant effect of the loss of potential PDR floor area. Only Alternative C: No Project would avoid the significant effects of both the loss of PDR floor area and the loss of an historical resource.

---

[40] *Eastern Neighborhoods Rezoning and Area Plans Final Environmental Impact Report,* Planning Department Case No. 2004.0160E, certified August 7, 2008, pp. 473-474. The FEIR is on file for public review at the Planning Department, 1650 Mission Street Suite 400 as part of Case No. 2004.0160E, or at: http://www.sfgov.org/site/planning_index.asp?id=67762.

C. AREAS OF KNOWN CONTROVERSY AND ISSUES TO BE RESOLVED

On June 11, 2008, the Planning Department issued a Notice of Preparation of an Environmental Impact Report (NOP). Individuals and agencies that received these notices included owners of properties within 300 feet of the project site, tenants of properties adjacent to the project site, and other potentially interested parties, including various regional and state agencies. On the basis of public comments on the NOP, potential additional areas of controversy and unresolved issues for this project include cumulative effects with the 900 Folsom Street project; the affordability of project residential uses; the number of larger units proposed (units with three or more bedrooms); and the type and scale of project development, including high-rise alternatives. Some of these issues, including cumulative effects and alternatives, are discussed in this EIR. Others, such as housing affordability, are not environmental issues and will be considered by the decision makers during the project-approval process.

V. Alternatives to the Proposed Project

As stated in Section 15126.6 (a) of the *CEQA Guidelines*, "an EIR shall describe a range of reasonable alternatives to the project, or to the location of the project, which would feasibly attain most of the basic objectives of the project, but would avoid or substantially lessen any of the significant effects of the project, and evaluate the comparative merits of the alternatives."

This section identifies potentially feasible alternatives to the proposed project and discusses potential environmental impacts associated with these alternatives. Project decision makers could approve an alternative instead of the proposed project, if that alternative would substantially reduce or eliminate significant impacts of the proposed project and is determined feasible. The determination of feasibility will be made by project decision makers on the basis of substantial evidence in the record, which shall include, but not be limited to, information presented in the EIR and in comments received on the DEIR.

Four alternatives are evaluated in this section:

A. Alternative A: No Project

B. Alternative B: Adaptive Reuse/Preservation, New Development on Lot 150

C. Alternative C: Adaptive Reuse/Partial Preservation, Addition to 260 Fifth Street

D. Alternative D: Adaptive Reuse/Partial Preservation, with PDR Space

Alternatives B and C were formulated to respond to the significant project-level and cumulative impact on an historical resource (the warehouse building at 260 Fifth Street), and Alternative D was formulated to respond the significant project-level and cumulative impact on an historical resource and to further respond to potential cumulative PDR land use impacts of the proposed project. Any of the alternatives could be implemented under City controls and would require many of the same approvals as the proposed project.

This section also discusses other alternatives considered but rejected. No alternative sites have been identified within San Francisco where the proposed project could be constructed and meet the project sponsors' objectives, and where the proposed project's environmental effects would be substantially lessened or avoided. Therefore, an off-site alternative is not considered.

Table V-1, p. 110, compares the effects of the proposed project and the alternatives.

TABLE V-1
COMPARISON OF IMPACTS OF ALTERNATIVES TO SIGNIFICANT IMPACTS OF PROPOSED PROJECT

	Project	A: No Project	B: Adaptive Reuse/ Preservation, New Development on Lot 50	C: Adaptive Reuse/ Partial Preservation, Addition to 260 Fifth St.	D: Adaptive Reuse/ Partial Preservation, with PDR Space
Description	179 dwelling units. 5,173 gsf retail. 133 parking spaces: 15 percent below-grade and 85 percent at-grade parking spaces. One 85-foot-tall, nine-story building with two wings Building would be LEED-rated "Gold."	No change at site 42,000 gsf office/art gallery. 35 at-grade parking spaces. One two-story structure (with mezzanine). Structure would remain non-LEED-rated.	46 dwelling units. 2,660 gsf retail. 24 at-grade parking spaces. One approximately 20-foot-tall, two-story building and one approximately 60-foot-tall, six-story building on Lot 150 with connecting corridor. Preservation of two-story structure, which would not be LEED-rated. New six-story building would be LEED-rated.	80 dwelling units 2,660 gsf retail 24 at-grade parking spaces A two-story addition to an existing two-story building, and one approximately 60-foot-tall, six-story building with connecting corridor. Preservation of two-story structure. New six-story building would be LEED-rated; second structure would include two LEED-rated upper stories atop a non-LEED-rated two-story base.	52 dwelling units. No retail space 37 at-grade parking spaces. 28,645 gsf PDR. Two approximately 40-foot-tall, four-story buildings with connecting corridor. Preservation of original two-story structure. New four-story building would be LEED-rated; second structure would include two LEED-rated upper stories atop a non-LEED-rated two-story base.
IMPACT					
Land Use	LU-1: The cumulative loss of space for PDR uses would be a significant and unavoidable effect of the proposed project.	No significant effects.	LU-1: The cumulative loss of space for PDR uses would be a significant and unavoidable effect of the alternative.	LU-1: The cumulative loss of space for PDR uses would be an significant and unavoidable effect of the alternative.	LU-1: The cumulative loss of space for PDR uses would be reduced to a less-than-significant level with PDR space in the alternative.
Transportation	No significant effects.	No significant effects.	No significant effects.	No significant effects.	No significant effects.

TABLE V-1
COMPARISON OF IMPACTS OF ALTERNATIVES TO SIGNIFICANT IMPACTS OF PROPOSED PROJECT

	Project	A: No Project	B: Adaptive Reuse/ Preservation, New Development on Lot 50	C: Adaptive Reuse/ Partial Preservation, Addition to 260 Fifth St.	D: Adaptive Reuse/ Partial Preservation, with PDR Space
Archaeological Resources	CR-1: Drilling for foundation installation could disturb prehistoric and historic-period archaeological resources below the project site, including prehistoric Native American cultural deposits/human remains; Post-Gold Rush construction; later 19th Century construction; and 1906 earthquake rubble. This effect is significant but avoidable with mitigation.	No significant effects.	CR-1: While there would be no excavation, deep foundations may still be required. This would have a reduced effect on archaeological resources, compared to the proposed project. This effect would remain significant but avoidable with mitigation.	CR-1: While there would be no excavation, deep foundations may still be required. This would have a reduced effect on archaeological resources, compared to the proposed project. This effect would remain significant but avoidable with mitigation.	CR-1: While there would be no excavation, deep foundations may still be required. This would have a reduced effect on archaeological resources, compared to the proposed project. This effect would remain significant but avoidable with mitigation.
Paleontological Resources	CR-2: Project excavation and construction may disturb unidentified paleontological resources within the project site. This effect is significant but avoidable with mitigation.	No significant effects.	CR-1: While there would be no excavation, pile driving may still be required. This would have a reduced effect on paleontological resources, compared to the proposed project. This effect would remain potentially significant but avoidable with mitigation.	CR-1: While there would be no excavation, pile driving may still be required. This would have a reduced effect on paleontological resources, compared to the proposed project. This effect would remain potentially significant but avoidable with mitigation.	CR-1: While there would be no excavation, pile driving may still be required. This would have a reduced effect on paleontological resources, compared to the proposed project. This effect would remain potentially significant but avoidable with mitigation.

TABLE V-1
COMPARISON OF IMPACTS OF ALTERNATIVES TO SIGNIFICANT IMPACTS OF PROPOSED PROJECT

	Project	A: No Project	B: Adaptive Reuse/ Preservation, New Development on Lot 50	C: Adaptive Reuse/ Partial Preservation, Addition to 260 Fifth St.	D: Adaptive Reuse/ Partial Preservation, with PDR Space
Historical Resources (Project-Specific Effect)	CR-3: Project demolition of the warehouse structure at the project site would eliminate a building that is an historical resource, by virtue of its contribution to a potential California Register-eligible historic district. This effect is significant and unavoidable.	No significant effects.	There would be no demolition of the existing warehouse structure. The alternative would adaptively re-use the building in accordance with the Secretary's Standards, and would rehabilitate the Fifth Street and Clementina Street facades. This would avoid the significant effect on historical resources.	There would be no demolition of the existing warehouse structure. Two floors would be added to the top of the historic warehouse. The alternative would rehabilitate the Fifth Street and Clementina Street facades. The scale of the addition would not meet the Secretary's Standards. This alternative would reduce but not avoid the significant effect on historical resources.	There would be no demolition of the existing warehouse structure. Two floors would be added to the top of the historic warehouse. The alternative would rehabilitate the Fifth Street and Clementina Street facades. The scale of the addition would not meet the Secretary's Standards. This alternative would reduce but not avoid the significant effect on historical resources.
Historical Resources (Cumulative Effect)	Project demolition of the warehouse structure at the project site would eliminate a contributing structure to potential California Register-eligible historic district, and thereby result in a cumulative loss of historical resources, including structures in the potential California Register-eligible historic district. This effect would be a significant and unavoidable cumulative impact.	No significant effects.	There would be no demolition of the existing warehouse structure. This would avoid the significant cumulative effect on historical resources.	This alternative would reduce but not avoid the significant cumulative effect on historical resources.	This alternative would reduce but not avoid the significant cumulative effect on historical resources.

Source: PBS&J, 2009.

ALTERNATIVES CONSIDERED BUT REJECTED

During public review of the June 11, 2008 Initial Study, the Planning Department received comments requesting consideration of alternatives for the 260 Fifth Street project and the 900 Folsom Street project configured as one or two towers of up to 25 stories on the Fifth Street frontage of the two sites. The comments suggested that the remaining northwest Clementina Street frontage of the 260 Fifth Street project site and the western portion of the 900 Folsom Street site would be limited to 50 feet in height.

As noted in the DEIR, the 900 Folsom Street project is separate from the proposed project for purposes of environmental review and project approval. The following discusses the "tower alternative" with respect to the 260 Fifth Street project only.

The tower alternative recommended in the comments would require demolition of the existing structure on the project site, and would have approximately 175 units, roughly the same as the proposed project. Approximately 5,000 square feet of ground-floor retail space would be provided. Parking, including basement level parking, would be roughly the same as under the proposed project. With the tower alternative, approximately 25 percent of the western portion of the site would be developed as open space.

Developing the tower alternative would require rezoning in height district for the project site, from 85 feet to at least a 260-foot district, and may require other *Planning Code* amendments with regard to density or other design controls. No formal proposal for such amendments has been initiated. Environmental impacts of the tower alternative relating to effects on population and housing; recreation; utilities and service systems; public services; biological resources; geology and soils; hydrology and water quality; hazards/hazardous materials; mineral/energy resources; and agricultural resources would be similar to those with the proposed project. The similar uses would have the same effects on transportation and noise. The tower alternative would have significant unavoidable impacts on cumulative displacement of potential PDR uses, significant unavoidable effects on historical resources, and significant effects on archaeological and paleontological resources that would be avoidable with mitigation.

The 85-foot-tall proposed project would not have significant adverse effects on aesthetics. The 260-foot tower alternative could have substantially different effects on aesthetics, including short-range and long-range views from public streets and open spaces. The alternative would require further analysis to determine if effects on urban design and community character would be significant.

The 85-foot-tall proposed project towers would not have significant adverse effects on wind conditions. Buildings greater than 100 feet in height can create adverse effects on pedestrian-level wind comfort and wind hazard conditions. The tower alternative would require further analysis to determine if the tower design would have significant adverse impacts on wind conditions.

The proposed project would not have significant adverse effects on shadow conditions on open space under Recreation and Park Department jurisdiction. The tower alternative would require further analysis to determine if the 260-foot-tall structure would create shadows that could reach open space such as the South of Market recreation Center at Sixth Street and Folsom Street, west of the Project site. As provided in *Planning Code* Section 295, the analysis would evaluate whether the new shadow on Recreation and Park Department open space would have a significant adverse effects on the use of the park.

Thus, the tower alternative would require zoning amendments and could have significant adverse effects on aesthetics, wind conditions, and shadow conditions that are not known at this time. The tower alternative would not substantially reduce the significant impacts identified as arising from the proposed project and would generate potentially greater environmental impacts than the proposed project (including, but not limited to, visual quality, wind, and shadow impacts).For these reasons, the tower alternative was dismissed after initial analysis, and this DEIR does not consider the tower alternative further.

A. ALTERNATIVE A: NO PROJECT

DESCRIPTION

The No Project alternative would entail no physical land use changes at the project site. The existing parking lot would continue in operation, and no new residential, commercial, or open space would be developed. This alternative would not preclude future proposals for redevelopment of the project site, including development under the Mixed-Use Residential (MUR) designation at the site under the Eastern Neighborhoods zoning adopted in December 2008.

IMPACTS

This alternative would continue the existing conditions, described in the Environmental Setting sections of Section III, and in the Initial Study, Appendix A. Land use, urban design, visual quality, circulation, parking, and other physical characteristics of the site would not immediately change, except as a result of nearby development. Population, housing, and employment characteristics at the project site could change in the future with this alternative, as a result of market forces and implementation of the EN Program and the *East SoMa Area Plan*. This alternative would be inconsistent with key goals of the *East SoMa Area Plan*; this Plan focuses on the creation of a mix of land uses including neighborhood serving businesses and mixed residential areas within the eastern SoMa neighborhood. The No Project Alternative would have none of the significant impacts identified for the proposed project.

B. ALTERNATIVE B: ADAPTIVE REUSE/PRESERVATION NEW DEVELOPMENT ON LOT 150

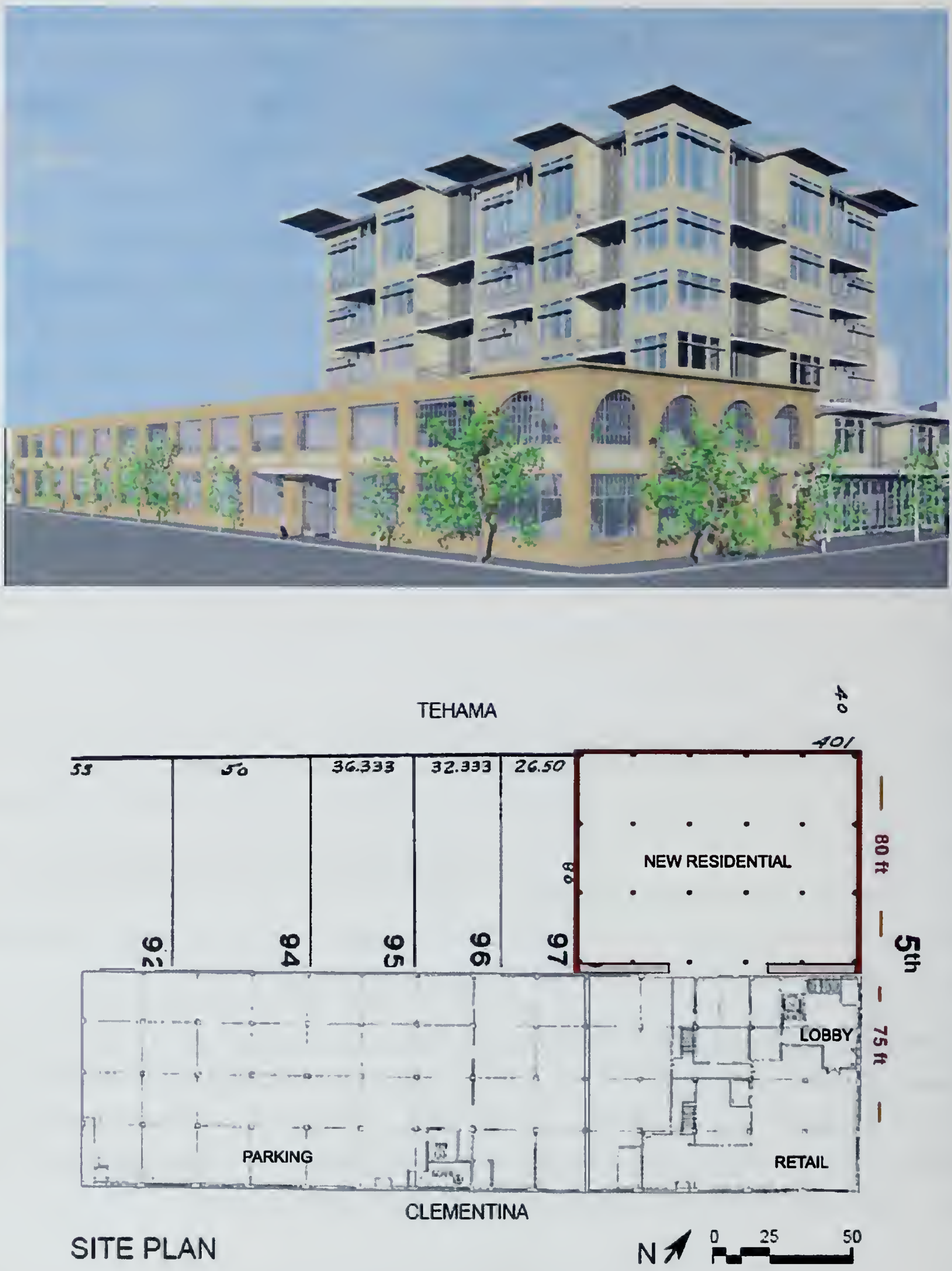
DESCRIPTION

The Adaptive Reuse/Preservation, New Development On Lot 150 (Alternative B; see Figure 16, p. 116) is intended to respond to the significant project-specific and cumulative impacts that would occur with the proposed project due to the loss of an historical resource (the 260 Fifth Street building) on the project site. This alternative would also respond to potential archaeological and paleontological impacts that could result from excavation for the proposed project's basement-level parking.

Alternative B would adaptively re-use the existing two-story warehouse building and construct an approximately 60-foot-tall, six-story building on the existing surface parking lot (Lot 150) on the northern portion of the project site. The two buildings would include a combined 46 dwelling units (a mix of studio, one-bedroom, two-bedroom, and townhome units) and 2,660 gsf retail uses and 24 at-grade parking spaces on the ground floor of the 260 Fifth Street building (see Figure 16, p. 116). The adaptively re-used two-story structure would not be LEED-certified; however, the new six-story building would be LEED-certified.

Alternative B would preserve key architectural features on the exterior of the existing warehouse building, such as the arched window bays and sash windows while substantially upgrading the interior to conform to current seismic, life safety, and other building code requirements for residential use. Changes to the Fifth Street and Clementina Street facades would include restoration of doors and windows to their original character.

Alternative B would require similar planning approvals as the proposed project.



SOURCE: Architects International, 2009

260 FIFTH STREET PROJECT

FIGURE 16: ALTERNATIVE B: ADAPTIVE REUSE/PRESERVATION — NEW DEVELOPMENT ON LOT 150

IMPACTS

This alternative would provide a total of 46 dwelling units, compared to 179 units with the proposed project. This alternative would provide 24 at-grade parking spaces, compared to 133 combined above-ground and below-grade spaces with the proposed project.

Population characteristics at the project site would change under this alternative; the development of approximately 133 fewer dwelling units (46 units as opposed to 179 units with the proposed project) would result in a less intensive population increase on the project site compared to the proposed project. The addition of approximately 291 square feet of retail space (2,660 gsf as opposed to 2,369 gsf with the proposed project) could result in a slight increase in new employees on the project site as compared to the proposed project.

As with the proposed project, this alternative would not have significant adverse effects on Aesthetics, Population and Housing, Transportation, Noise, Wind and Shadow, Recreation, Utilities and Service Systems, Public Services, Biological Resources, Geology and Soils, Hydrology and Water Quality, Hazards and Hazardous Materials, Mineral and Energy Resources, and Agricultural Resources.

This alternative would be consistent with key goals of the Eastern Neighborhoods Program and East SoMa Area Plan; this plan focuses on the creation of a mix of land uses, including neighborhood serving businesses and mixed residential areas, within the eastern SoMa neighborhood.

Land Use

Alternative B would not address or correct the proposed project's adverse impacts on the City's supply of floor area for PDR uses. Planning Commission Resolution 17568, established an interim policy to guide pipeline projects in terms of the environmental review of the project's impact on cumulative PDR loss in the Eastern Neighborhoods. The resolution and the "One FAR Area" control no longer apply to the project since the adoption of the Eastern Neighborhoods program, specifically *the East SoMa Area Plan*, in December 2008. However, the adopted *East SoMa Area Plan* still emphasizes the importance of retaining and encouraging development of PDR uses in the project Area. Therefore, the "One FAR Area" control provides useful direction for how to address and eliminate adverse project impacts on PDR space in the SoMa area.

The "One FAR Area" control applied to the Core PDR Overlay area in the East SoMa Area, in which the project site is located, and prescribed the creation of one Floor Area Ratio (FAR) of PDR space, as feasible for all new development in the area. Compliance with the "One FAR Area" control was presumed to eliminate any potential contribution to impacts related to PDR.

Alternative B would not result in the creation or retention of any PDR space. This alternative would not meet the Eastern Neighborhood or *East SoMa Area Plan* goals of preserving PDR Area. Alternative B, as with the proposed project, would contribute to a greater deficit in PDR space than would otherwise occur without the alternative, thereby contributing to greater displacement of PDR businesses and jobs than would otherwise occur. This would be considered a significant, cumulative impact of the alternative.

Alternative B would result in the development of 46 dwelling units rather than 179 dwelling units. This alternative would therefore involve an approximately 74 percent reduction in the number of residential units that would be developed on the site, thereby decreasing the project's contribution to the City's housing supply.

Transportation

Alternative B would be expected to result in reduced trip generation at the project site compared to the proposed project. As discussed in Section III.B. Transportation, the proposed project would not result in significant traffic, transit, parking, bicycle, or loading impacts. Therefore, this alternative, with its reduced trip generation, would also not be expected to result in significant traffic or transit impacts. Improvement Measures I-TR-1, I-TR-2, and I-TR-3 would further reduce any potential project effects on traffic, pedestrian, and loading operations at and around the project site.

Archaeological and Paleontological Resources

Alternative B would not require excavation for basement parking proposed as part of the project. It would still require foundation installation activities, including pile driving. This alternative would therefore reduce the potential for disturbance of previously unrecorded archaeological and paleontological resources when compared to the proposed project. However, the deep foundation construction may affect subsurface resources, and the lack of foundation excavation would limit the opportunity to monitor the presence of other subsurface resources.

Implementation of proposed project mitigation measures CR-1 and CR-2 would still be required with this alternative to reduce project impacts on archeological and paleontological resources to a less-than-significant level.

Historical Resources

Alternative B would adaptively re-use the historic warehouse building for residential uses and would remove substantial portions of the interior to accommodate these residential uses. However, Alternative B would retain the defining exterior characteristics of the 260 Fifth Street building, and would be designed to be consistent with the *Secretary of the Interior's Standards for the Treatment of Historic Properties and Guidelines for Preserving, Rehabilitating, Restoring, and Restructuring Historic Buildings* (Secretary's Standards). The portion of the new six-story building adjacent to the adaptively reused warehouse building would be designed in a manner that would be both differentiated from and compatible with the warehouse structure. The new six-story building would be set back from the historic building so as to emphasize the differentiation between the two buildings. This alternative would avoid the proposed project's significant project-level and cumulative impacts on historical resources associated with demolition of the 260 Fifth Street building.

Summary

Alternative B would eliminate project-specific and cumulative significant impacts on historical resources (namely demolition of the historic warehouse building). The 260 Fifth Street building would be adaptively reused in accordance with the Secretary's Standards. Therefore, Mitigation Measure M-CR-3, which would require Historic American Building Survey (HABS) documentation of the building at 260 Fifth Street to reduce the magnitude of project-specific and cumulative significant impacts, would no longer be required under this alternative.

Mitigation Measures CR-1 and CR-2 would still be required under this alternative to reduce potential project impacts on archeological and paleontological resources to less-than-significant level.

Alternative B would not include PDR space and, like the proposed project, would result in a significant and unavoidable cumulative impact related to potential displacement of PDR businesses and jobs.

Alternative B would feasibly attain most, but not all, of the basic objectives of the project. It would create a high-quality, sustainable, well-designed project that is responsive to the surrounding neighborhood; provide residential and retail mixed-uses consistent with land use and design goals adopted for the Eastern Neighborhoods; create transit-oriented housing opportunities located in Downtown San Francisco; and provide the required 15 percent BMR units to contribute to the City's supply of moderate income housing. However, because the adaptively re-used building at 260 Fifth Street would not be LEED certified (though the new six-story building would be LEED certified), Alternative B would not fully meet the project objective to construct a project that will qualify for Leadership in Energy and Environmental Design (LEED) Gold certification. Finally, the creation of 46 rather than 179 new dwelling units would produce 26 percent of the housing that would otherwise be accommodated on the project site, thus adversely affecting the City's total housing supply.

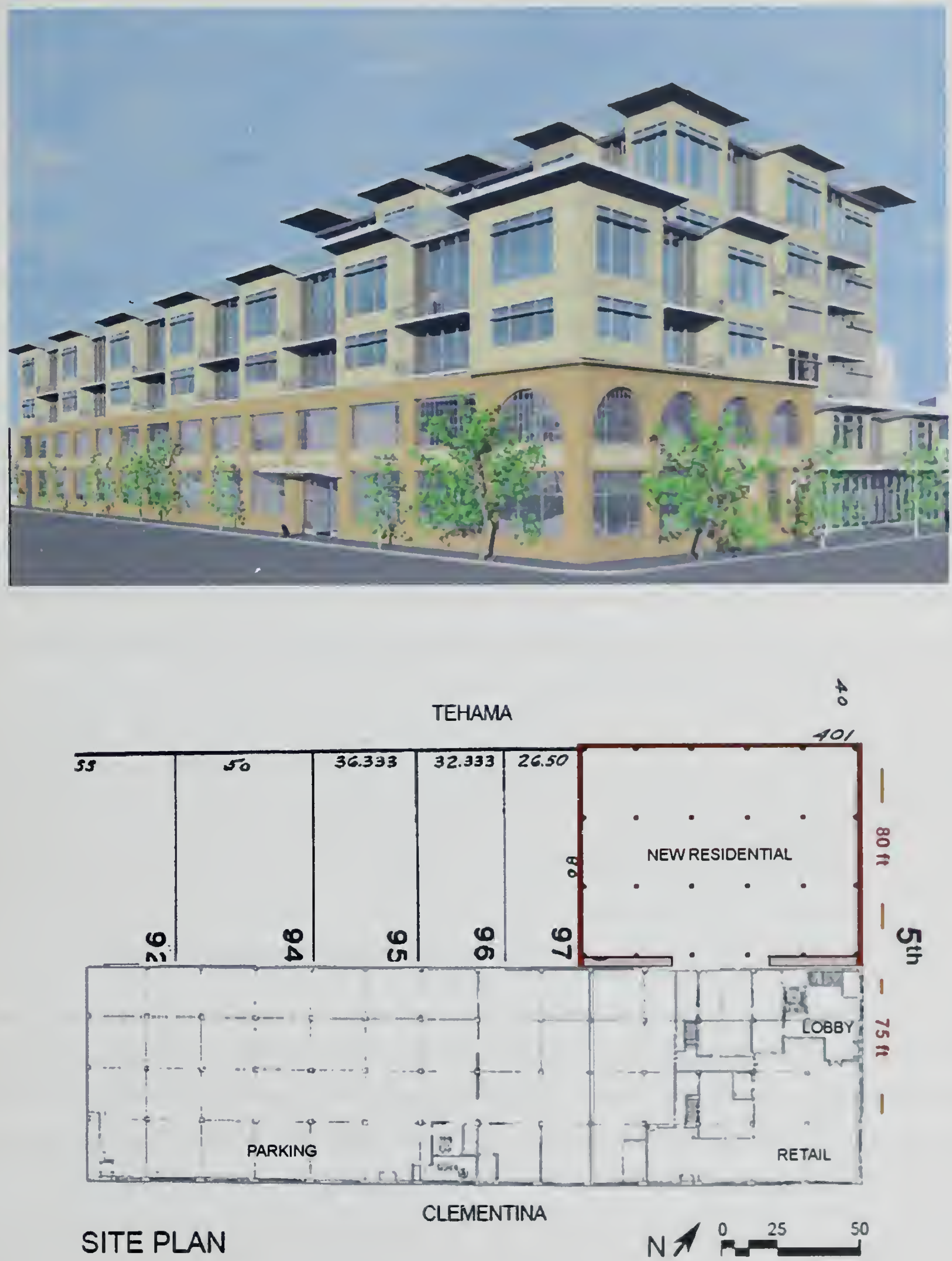
C. ALTERNATIVE C: ADAPTIVE REUSE/PARTIAL PRESERVATION ADDITION TO 260 FIFTH STREET

DESCRIPTION

The Adaptive Reuse/ Partial Preservation, Addition to 260 Fifth Street (or Alternative C; see Figure 17, p. 121) is intended to respond to the significant project-specific and cumulative impacts that would occur under the proposed project due to the loss of an historical resource (the historic warehouse building) on the project site. This alternative would also respond to potential archaeological and paleontological impacts that could result from excavation for the proposed project's basement-level parking.

This alternative would include the adaptive reuse of the historic warehouse building, the addition of two floors of residential uses to the top of the historic warehouse building, and an approximately 60-foot-tall, six-story building on Lot 150. The two buildings would include a combined 80 dwelling units (a mix of studio, one-bedroom, two-bedroom, and townhome units) and 2,660 gsf retail uses on the ground floor of the six-story building on Lot 150. This alternative would include 24 at-grade parking spaces. The adaptively re-used two-story structure would not be LEED-certified, but the two floors added to the top of the adaptively re-used two-story structure and the new six-story building on Lot 50 would be LEED certified

Alternative C would preserve key architectural features on the exterior of the existing warehouse building, such as the arched window bays and sash windows while substantially upgrading the interior to conform to current seismic, life safety, and other building code requirements for residential use. Changes to the Fifth Street and Clementina Street facades would include restoration of doors and windows to their original character. The two-story vertical addition to the existing building would be constructed with materials and a design that



SOURCE: Architects International, 2009.

FIGURE 17: ALTERNATIVE C: ADAPTIVE REUSE/PRESERVATION — ADDITION TO 260 5TH STREET

is intended to be compatible with the existing structure. Differentiation would be provided through various measures such as materials and color.

Alternative C would require similar planning approvals as the proposed project.

IMPACTS

This alternative would provide a total of 80 dwelling units, compared to 179 units with the proposed project. This alternative would provide 24 at-grade parking spaces compared to 133 combined above-ground and below-grade spaces with the proposed project.

The four-story and six-story structures would result in more limited changes in land use character and urban design compared to those with the 85-foot, nine-story proposed project. The portion of the new six-story building that would be adjacent to the adaptively reused warehouse building would be constructed in a manner that is both differentiated from and compatible with the existing historic warehouse structure. Differentiation would be provided through various measures such as materials and color, as well as a ten-foot setback along the Fifth Street and Clementina Street frontages.

Population characteristics at the project site would change under this alternative; the development of approximately 99 fewer dwelling units (80 units as opposed to 179 units with the proposed project) would result a less-intensive population increase on the project site compared to the proposed project. The addition of approximately 291 square feet of retail space (2,660 gsf as opposed to 2,369 gsf with the proposed project) would result in a slight increase in new employees on the project site as compared to the proposed project.

As with the proposed project, this alternative would not have significant adverse effects on Aesthetics, Population and Housing, Transportation, Noise, Wind and Shadow, Recreation, Utilities and Service Systems, Public Services, Biological Resources, Geology and Soils, Hydrology and Water Quality, Hazards and Hazardous Materials, Mineral and Energy Resources, and Agriculture Resources.

This alternative would be consistent with key goals of the Eastern Neighborhoods Program and East SoMa Area Plan; this Plan focuses on the creation of a mix of land uses, including neighborhood serving businesses and mixed residential areas, within the eastern SoMa neighborhood.

Land Use

Alternative C would not address or correct the proposed project's adverse impacts on the City's supply of floor area for PDR uses. Alternative C would not result in the creation or retention of any PDR space. This alternative would not meet the Eastern Neighborhood or *East SoMa Area Plan* goals of preserving PDR Area. Alternative B, as with the proposed project, would contribute to a greater deficit in PDR space than would otherwise occur without the alternative, thereby contributing to greater displacement of PDR businesses and jobs than would otherwise occur. This would be considered a significant, cumulative impact of the alternative.

Alternative C would result in the development of 80 dwelling units rather than 179 dwelling units. This alternative would therefore involve an approximately 55 percent reduction in the number of residential units that would be developed on the site, thereby decreasing the project's contribution to the City's housing supply.

Transportation

Alternative C would be expected to result in reduced trip generation at the project site compared to the proposed project. As discussed in Section III.B. Transportation, the proposed project would not result in significant traffic, transit, parking, bicycle, or loading impacts. Therefore, this alternative, with its reduced trip generation, would also not be expected to result in significant traffic or transit impacts. Improvement Measures I-TR-1, I-TR-2, and I-TR-3 would further reduce any potential project effects on traffic, pedestrian, and loading operations at and around the project site.

Archaeological and Paleontological Resources

Alternative C would not require excavation for basement parking proposed as part of the project. It would still require foundation installation activities, including pile driving. This alternative would therefore reduce the potential for disturbance of previously unrecorded archaeological and paleontological resources, when compared to the proposed project. However, the deep foundation construction may affect subsurface resources, and the lack of foundation excavation would limit the opportunity to monitor the presence of other subsurface resources. Implementation of Mitigation Measures CR-1 and CR-2 would reduce project impacts on archeological and paleontological resources to a less-than–significant level.

Historical Resources

Alternative C would include the adaptive reuse of the historic warehouse, the addition of two floors of residential uses above the warehouse building, and the rehabilitation of the Fifth Street and Clementina Street facades. The adaptive reuse would retain and rehabilitate the primary façades, windows and doorways, and would maintain the cornice line below the new addition. The portion of the new six-story building that would be adjacent to the adaptively reused warehouse building would be constructed in a manner both differentiated from and compatible with the existing historic warehouse structure. Differentiation would be provided through various measures such as materials and color, as well as a ten-foot setback along the Fifth Street and Clementina Street frontages. The addition of two floors to the top of the warehouse building would not be consistent with the Secretary's Standards regarding the size and massing of new construction on historic buildings, and Alternative C would reduce but not avoid project-level and cumulative impacts on an historical resource. Therefore, the effect on historical resources would still be considered significant with this alternative. Mitigation Measure M-CR-3, to complete a Historic American Buildings Survey (HABS) for 260 fifth Street, would reduce, but not avoid, the significant effect on the historical resource.

Summary

Alternative C would reduce project-specific and cumulative significant impacts on historical resources (namely demolition of the historic warehouse building). The existing historic warehouse building would be adaptively reused under this alternative. The addition of two floors to the top of the warehouse building would not be consistent with the Secretary's Standards regarding the size and massing of new additions; therefore, Alternative C would reduce but not avoid project-level and cumulative impacts on an historical resource. Therefore, the effect on the historic resource would still be considered significant with this alternative.

Mitigation Measures CR-1 and CR-2 would still be required under this alternative to reduce potential project impacts on archeological and paleontological resources to a less-than–significant level.

Alternative C would not include PDR space and, like the proposed project, would result in a significant and unavoidable cumulative impact related to potential associated displacement of PDR businesses and jobs.

Alternative C would feasibly attain most, but not all, of the basic objectives of the project. It would create a high-quality, sustainable, well-designed project that is responsive to the surrounding neighborhood; provide residential and retail mixed-uses consistent with land use and design goals adopted for the Eastern Neighborhoods; create transit-oriented housing opportunities located in Downtown San Francisco; and provide the required 15 percent BMR units to contribute to the City's supply of moderate income housing. However, because the adaptively re-used building at 260 Fifth Street would not be LEED certified (though the two new floors added to the building at 260 Fifth Street and the new six-story building would be LEED certified), Alternative C would not fully meet the project objective to construct a project that will qualify for Leadership in Energy and Environmental Design (LEED) Gold certification. Finally, the creation of 80 rather than 179 new dwelling units would produce only 45 percent of the housing that would otherwise be accommodated on the project site, thus adversely affecting the City's total housing supply.

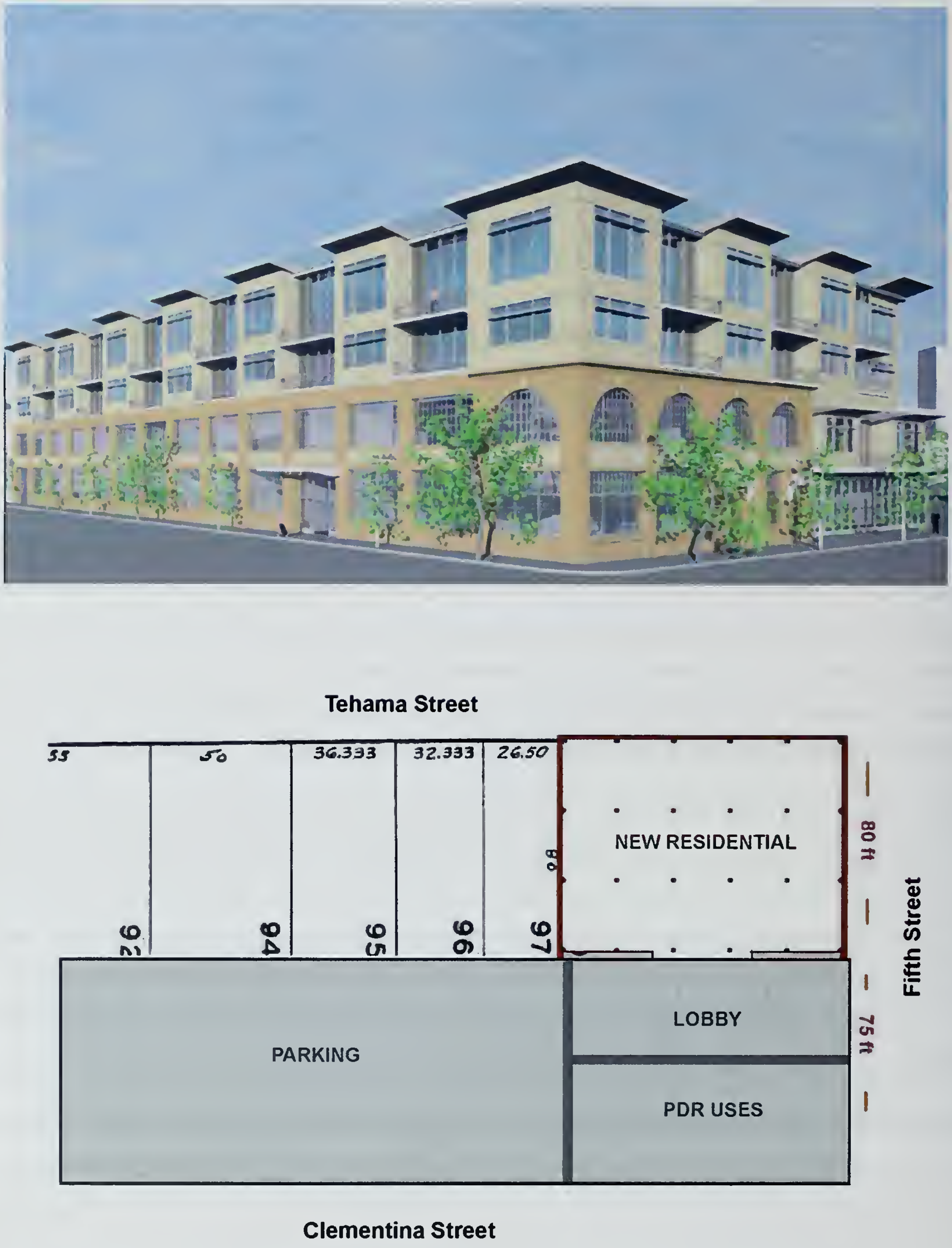
D. ALTERNATIVE D: ADAPTIVE REUSE/PARTIAL PRESERVATION WITH PDR SPACE

DESCRIPTION

The Adaptive Reuse/Partial Preservation Alternative, with PDR Space alternative (or Alternative D; see Figure 18, p. 125) is intended to respond to the significant project-specific and cumulative impacts that would occur under the proposed project due to the loss of the historical resource (the warehouse building) on the project site and to respond to the loss of potential PDR use floor area that would result from the proposed project. This alternative would also respond to potential archaeological and paleontological impacts that could result from excavation for the proposed project's basement-level parking.

As with Alternative C, this alternative would replace the existing parking lot with a new four-story mixed-use building, which would be connected to the 260 Fifth Street building. Approximately 45 studio, one-bedroom, and two-bedroom units would be constructed in this new four-story building. Approximately 2,500 square feet of space dedicated to PDR uses, and 1,500 square feet of resident lobby space would be located at the ground floor portion of the new building, at Fifth Street and Tehama Street. There would be one off-street loading space. No underground parking would be provided.

This alternative would allocate 28,645 gsf of the approximately 42,000 gsf warehouse to PDR uses, in lieu of the current office/art gallery uses or proposed new residential uses in that space. This alternative would thereby achieve the One FAR Area which is one of the key goals of the Eastern Neighborhoods Program and *East SoMa Area Plan*. The remaining 13,355 gsf warehouse floor area would be used for lobby, amenity and circulation and access to the residential development which would be placed on top of the existing building. No retail space would be provided under this alternative.



SOURCE: Architects International, 2009

FIGURE 18: ALTERNATIVE C: ADAPTIVE REUSE/PRESERVATION PLUS PDR SPACE

Similar to Alternatives B and C, Alternative D would preserve key architectural features on the exterior of the existing warehouse building, such as the arched window bays and sash windows, while substantially upgrading the interiors to conform to current seismic, life safety, and other building code requirements for residential use. Changes to the Fifth Street façade would restore doors and windows to their original character. As with Alternative C, a two-story vertical addition would be constructed on top of the existing warehouse building. Approximately seven residential units could be accommodated in that structure. Approximately 37 parking spaces would be located at grade level in the building along Clementina Street. In keeping with the existing visual character of the neighborhood, the portion of the new four-story building that would be located adjacent to the reused warehouse building would be constructed in a manner that is both differentiated from, and compatible with, the existing structure. The two-story vertical addition of the existing building would also be constructed with materials and a design that are compatible with the existing structure. Differentiation would be provided through various measures such as materials and color.

Alternative D would require similar planning approvals as the proposed project.

IMPACTS

Development of the site with Alternative D would have more limited effects than those of the proposed project because there would be no excavation for basement parking. The two-story and four-story structures would result in more limited changes in land use character and urban design compared to those with the 85-foot, nine-story proposed project.

Because this alternative would provide only 52 residential units, compared with 179 units under the proposed project, population characteristics would differ under this alternative, compared with the proposed project. Employment characteristics would, however, be roughly equivalent to those of the proposed project. As with the proposed project, this alternative would not have significant adverse effects on Land Use And Land Use Planning, Aesthetics, Population and Housing, Transportation, Noise, Wind and Shadow, Recreation, Utilities and Service Systems, Public Services, Biological Resources, Geology and Soils, Hydrology and Water Quality, Hazards and Hazardous Materials, Mineral and Energy Resources, and Agriculture Resources.

This alternative would be consistent with key goals of the Eastern Neighborhoods Program and *East SoMa Area Plan*, in that this alternative would create a mix of land uses, including neighborhood serving businesses and mixed residential areas, within the eastern SoMa neighborhood. However, it would not provide retail uses as supported by the Eastern Neighborhoods Program. This alternative would also be consistent with Eastern

Neighborhoods Program support for the maintenance of PDR floor area at a rate of One FAR Area on the proposed project site and elsewhere in the SoMa area.

Land Use

Alternative D would result in the development of 28,645 square feet, or one FAR area, of PDR space on the project site. Because Alternative C would provide One FAR Area for PDR uses on site, this alternative would not contribute to a significant cumulative land use effect.

This alternative would be only somewhat consistent with key goals of the Eastern Neighborhoods Program and *East SoMa Area Plan*, in that this alternative would create a mix of land uses, including neighborhood serving businesses and mixed residential areas, within the eastern SoMa neighborhood. However, this alternative would not achieve the balance of retail/residential uses supported in the *East SoMa Area Plan*.

This alternative would involve a 71 percent reduction in the number of residential units that would be developed on the site under the proposed project, thereby decreasing the project's contribution to the City's housing supply.

Transportation

In general, PDR uses generate fewer person trips per square foot than residential uses. Therefore, with Alternative D, the development of about 28,645 square feet of PDR use, and the reduction in the number of residential units on the site, from 179 units to 52 units, would result in a lower trip generation than under the proposed project. As discussed in Section III.C, Transportation, the proposed project would not result in significant traffic, transit, parking, bicycle, or loading impacts. Therefore, Alternative D would also not be expected to result in significant traffic or transit impacts. Improvement Measures I-TR-1 and I-TR-2 would further reduce any potential project effects on transportation operations, specifically pedestrian and loading activities, at and around the project site.

With this alternative, project would provide about 37 parking spaces rather than the 133 of the proposed project. Alternative B would require one space per 1,500 square feet of manufacturing or industrial space under the *Planning Code*. At 28,645 square feet, the PDR component would require 19 parking spaces. The alternative would provide these spaces as part of the 37 spaces. However, the 37 spaces in the parking garage would not accommodate the total parking demand for residential, retail, and PDR uses. As with the proposed project, parking effects would not have a significant adverse environmental impact. Improvement Measure I-TR-3 would further reduce any potential construction impacts (including short-term impacts on local parking supplies) that would occur with the proposed project.

Archaeological and Paleontological Resources

Alternative D would not require excavation for basement parking and would therefore reduce the potential for disturbance of previously unrecorded archaeological and paleontological resources. It would still require foundation installation activities, including pile driving. This alternative would therefore reduce the potential for disturbance of previously unrecorded archaeological and paleontological resources, when compared to the proposed project. However, the deep foundation construction may affect subsurface resources, and the lack of foundation excavation would limit the opportunity to monitor the presence of other subsurface resource. Implementation of Mitigation Measures CR-1 and CR-2 would reduce project impacts on archeological and paleontological resources to a less-than-significant level.

Historical Resources

Alternative D would convert the warehouse building for residential uses and would remove substantial portions of the interior to accommodate these residential uses. The adaptive reuse would retain and rehabilitate the primary façades, windows and doorways, and would maintain the cornice line below the new addition. The addition of two floors to the top of the warehouse building would not be consistent with the Secretary's Standards regarding the size and massing of new construction on historic buildings, and Alternative D would reduce but not avoid project-level and cumulative impacts on an historical resource. Therefore, the effect on the historical resource would still be considered significant with this alternative. Mitigation Measure M-CR-3, to complete a Historic American Buildings Survey (HABS) for 260 Fifth Street, would reduce, but not avoid, the significant effect on the historical resource.

Summary

Alternative D would avoid the significant and unavoidable adverse land use impact that would occur with the proposed project due to the loss of PDR space. The establishment of PDR uses within the existing building could be accomplished without alteration to the building's exterior. However, the change of building uses and occupancy to PDR would require updates to bring the building into compliance with life-safety, structural, and seismic building code provisions. Alternative D would reduce but not avoid project-level and cumulative impacts on an historical resource; therefore, the effect on the historical resource would still be considered significant with this alternative. In addition, the creation of 52 rather than 179 new dwelling units would produce only 29 percent of the housing that would otherwise be accommodated on the project site, thus adversely affecting the City's total housing supply.

E. ENVIRONMENTALLY SUPERIOR ALTERNATIVE

Section III, Environmental Setting and Impacts, and the Initial Study, Appendix A, determined that impacts in the following issue areas would be less than significant or less than significant with mitigation: aesthetics, archaeological and paleontological resources, transportation and circulation, noise, air quality, wind and shadow, recreation, utilities and service systems, public services, biological resources, geology and soils, hydrology and water quality, hazards/hazardous materials, mineral/energy resources, and agricultural resources. Impacts in those issue areas would also be less than significant with implementation of Alternative B: Adaptive Reuse/Preservation, New Development on Lot 150; Alternative C: Adaptive Reuse/ Partial Preservation, Addition to 260 Fifth Street; and Alternative D: Adaptive Reuse/ Partial Preservation, with PDR Space because these alternatives would result in the same or reduced population or employment activity at the project site. As noted above, only Alternative B would avoid the significant adverse project and cumulative impacts on historical resources. Alternative D: Adaptive Reuse/ Partial Preservation, with PDR Space would eliminate the potential cumulative land use effects on PDR loss. However, Alternative B would avoid a project-level and cumulative effect on historical resources. Therefore, based on this preliminary analysis, the environmentally superior alternative would be Alternative B: Adaptive Reuse/Preservation, New Development on Lot 150.

VI. EIR Authors, Consultants, and Project Sponsor Team

EIR AUTHORS

Planning Department, City and County of San Francisco
Major Environmental Analysis
1650 Mission Street, Suite 400
San Francisco, CA 94103
Environmental Review Officer: Bill Wycko
EIR Supervisor: Lisa Gibson
EIR Coordinator: Brett Bollinger
Archaeologist: Randall Dean
Transportation Planner: Brett Bollinger
Neighborhood Planner: Corey Teague
Preservation Planner: Pilar LaValley

EIR CONSULTANTS

PBS&J
353 Sacramento Street, Suite 1000
San Francisco, CA 94111
Michael Rice, AICP, Project Director
Lucy Armentrout, AICP, LEED AP, Project Manager
Paul Veldman, Planner
Jackie Ha, Word Processing and Graphics
Anthony Ha, Word Processing and Graphics

CHS Consulting Group (Transportation)
130 Sutter Street, Suite 468
San Francisco, CA 94104
Chi-Hsin Shao
Patty Liao

Archeo-Tec (Archaeological Resources)
5283 Broadway
Oakland, CA 94618
Allen Pastron, Ph.D
Michelle Touton, M.A.

Kelley & VerPlanck (Historical Evaluation)
Historical Resources Consulting
2912 Diamond Street, #330
San Francisco, CA 94131

PROJECT SPONSOR

AGI Capital
100 Bush Street, 22nd Floor
San Francisco, CA 94104
Eric Tao
Tom Holt
Jesse Herzog

PROJECT ARCHITECT

Architecture International
225 Miller Avenue
Mill Valley, CA 94941 USA

APPENDIX A:
NOTICE OF PREPARATION AND INITIAL STUDY

SAN FRANCISCO
PLANNING DEPARTMENT

1650 Mission St
Suite 400
San Francisco,
CA 94103-2479

Reception:
415.558.6378

Fax:
415.558.6409

Planning
Information:
415.558.6377

NOTICE OF PREPARATION OF AN ENVIRONMENTAL IMPACT REPORT

Date of This Notice: June 11, 2008

Lead Agency: Planning Department, City and County of San Francisco
1650 Mission Street, Suite 400, San Francisco, CA 94103
Agency Contact Person: Brett Bollinger **Telephone:** (415) 575-9024

Project Title: Case No. 2007.0690E: 260 Fifth Street Project
Project Sponsors: Avant Housing c/o AGI Capital
Project Contact Person: Jessie Herzog, AGI Capital **Telephone:** (415) 775-7005

Project Address: 260 Fifth Street, San Francisco, CA 94107
Assessor's Block(s) and Lot(s): Block 3732, Lots 150 and 008
City and County: San Francisco

Project Description: The project site is at 260 Fifth Street fronting on Fifth Street to the east, Clementina Street to the south, and Tehama Street to the north (Assessors Block 3732, Lots 150 and 008). The site is within the proposed East SoMa Area Plan boundary within the larger Eastern Neighborhoods. The site is occupied by a two-story, 30-foot-tall, 41,250-square-foot warehouse converted for commercial use, and a 35-space surface parking lot. The Project Sponsor proposes to replace the warehouse with a building that would have two nine-story, 85-foot-tall towers connected by a common entry and bridges at each building level. The project would include 175 residential units (134,162 gross square foot [gsf]), ground-floor retail (5,719 gsf), and 177 off-street parking spaces (36,256 gsf) for residents. The buildings would front on Fifth Street, Clementina Street, and Tehama Street. The retail space would front on Fifth Street. The project would provide 212,729 gsf of residential, retail and parking, and 14,936 gsf usable open space. The site is zoned RSD (Residential/Service Mixed-Use) and is in a 40-X/85-B Height and Bulk District. The project would require a Conditional Use authorization for height and parking, and a variance for an exception to the loading space requirement.

THIS PROJECT MAY HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT AND AN ENVIRONMENTAL IMPACT REPORT IS REQUIRED. This finding is based upon the criteria of the Guidelines of the State Secretary for Resources, Sections 15063 (Initial Study), 15064 (Determining Significant Effect), and 15065 (Mandatory Findings of Significance), and the reasons as documented in the Environmental Evaluation (Initial Study) for the project, which is attached.

Written comments on the scope of the EIR will be accepted until the close of business on July 11, 2008. Written comments should be sent to Bill Wycko, Acting Environmental Review Officer, San Francisco Planning Department, 1650 Mission Street, Ste. 400, San Francisco, CA 94103.

State Agencies: We need to know the views of your agency as to the scope and content of the environmental information that is germane to your agency's statutory responsibilities in connection with the project. Your agency may need to use the EIR when considering a permit or other approval for this project. Please include the name of a contact person in your agency. Thank you.

June 10, 2008
Date

Bill Wycko, Acting Environmental Review Officer

INITIAL STUDY
260 Fifth Street Project – 2007.0690E

A. Project Description 1
Project Approvals 14
B. Project Setting 15
C. Compatibility with Existing Zoning and Plans 16
Planning Code 16
Eastern Neighborhoods Rezoning and Interim Policies 20
General Plan 22
D. Summary of Environmental Effects 22
E. Evaluation of Environmental Effects 23
1. Land Use And Land Use Planning 23
2. Aesthetics 27
3. Population And Housing 30
4. Cultural Resources 33
5. Transportation and Circulation 35
6. Noise 36
7. Air Quality 39
8. Wind and Shadow 48
9. Recreation 50
10. Utilities and Service Systems 52
11. Public Services 54
12. Biological Resources 56
13. Geology and Soils 58
14. Hydrology and Water Quality 60
15. Hazards and Hazardous Materials 63
16. Mineral and Energy Resources 67
17. Agriculture Resources 69
18. Mandatory Findings of Significance 70
F. Mitigation Measures and Improvement Measures 70
Mitigation Measure 1: Construction Air Quality 70
G. Determination 72
H. Initial Study Authors, Consultants, and Project Sponsor Team 73
Initial Study Authors 73
Initial Study Consultants 73
Project Sponsor 73

Figures

Figure 1: Project Location 2
Figure 2: Existing Site Plan 3
Figure 3: Proposed Site Plan 4
Figure 4: Proposed Clementina Street Elevation 7
Figure 5: Proposed Elevation Cross Section – Clementina Street Looking North 8
Figure 6: Proposed Lower Level Plan 9
Figure 7: Proposed Ground Level Plan 10
Figure 8: Proposed Second Floor Plan 11
Figure 9: Proposed Representative Floor Plan – Floors 3 to 9 12
Figure 10: Proposed Roof Plan 13
Figure 11: View of Project Site 28

Table

Table 1: Project Characteristics 5

INITIAL STUDY
260 Fifth Street Project – 2007.0690E

A. PROJECT DESCRIPTION

The project site is at 260 Fifth Street in the South of Market (SoMa) neighborhood (see Figure 1, p. 2). The project site has an "L" configuration. The site fronts on Fifth Street to the east, and is bounded to the south by Clementina Street (a one-way eastbound alley) and to the north by Tehama Street (a one-way westbound alley).[1] The site includes Assessor's Block 3732, Lots 150 and 008. Figure 2, p. 3, shows the existing site plan and surrounding area. The project site is zoned as Residential/Service Mixed-Use District (RSD) and is within a 40-X/85-B Height and Bulk District.

The majority of the project site is currently occupied by a 41,250 two-story concrete warehouse on the corner of Fifth Street and Clementina Street, its longer side fronting Clementina Street. The warehouse was constructed around 1923. It has subsequently been improved for commercial use. Existing businesses in the warehouse include Bill Graham Presents (office) and Braunstein/Quay Gallery (art gallery). The smaller portion of the site currently serves as a parking lot with about 20 spaces fronting Fifth Street and Tehama Street (see Figure 2, p. 3).

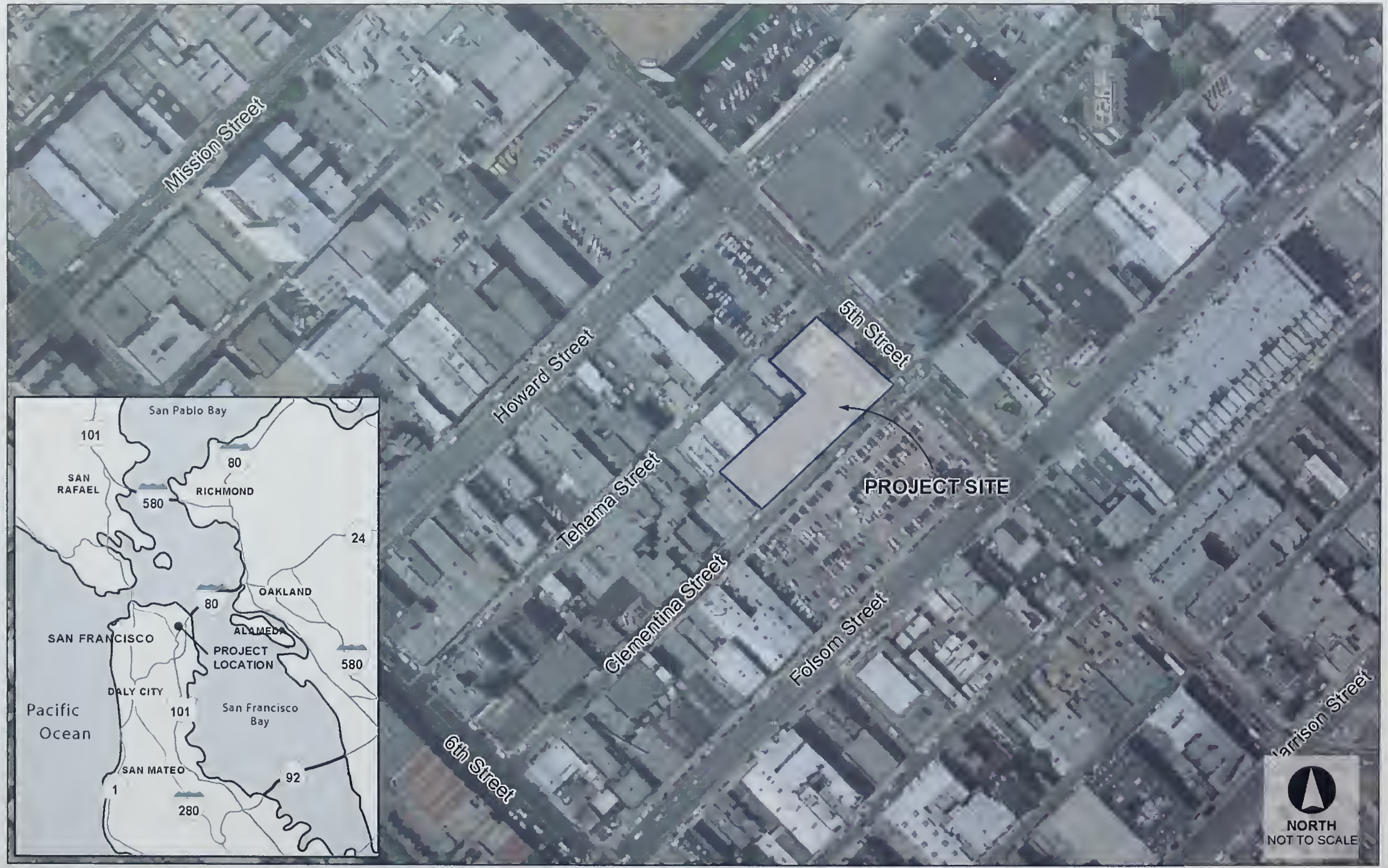
Avant Housing (the Project Sponsor) is a venture of TMG Partners, AGI Capital Group, and the California Public Employees Retirement System (CalPERS). The Project Sponsor proposes to develop a building with two nine-story, 85-foot-tall towers on the lots currently occupied by the warehouse and parking lot at the project site, creating 175 residential units, ground-level retail uses, and an underground parking facility shared by residents of both towers (the project).

The project would include approximately 134,162 gross square feet (gsf) of residential space, 5,719 gsf of ground-floor retail space, and 14,936 gsf of open space. The open space would be provided primarily through courtyards at each floor level on the interior sides of the buildings, joined by bridges at each level, which would provide access to the residential units. The project would have 36,256 gsf of parking and would provide 177 parking spaces. Figure 3 shows the proposed site plan for the project (see Figure 3, p. 4).

Table 1 on p. 5 summarizes the project characteristics.

---

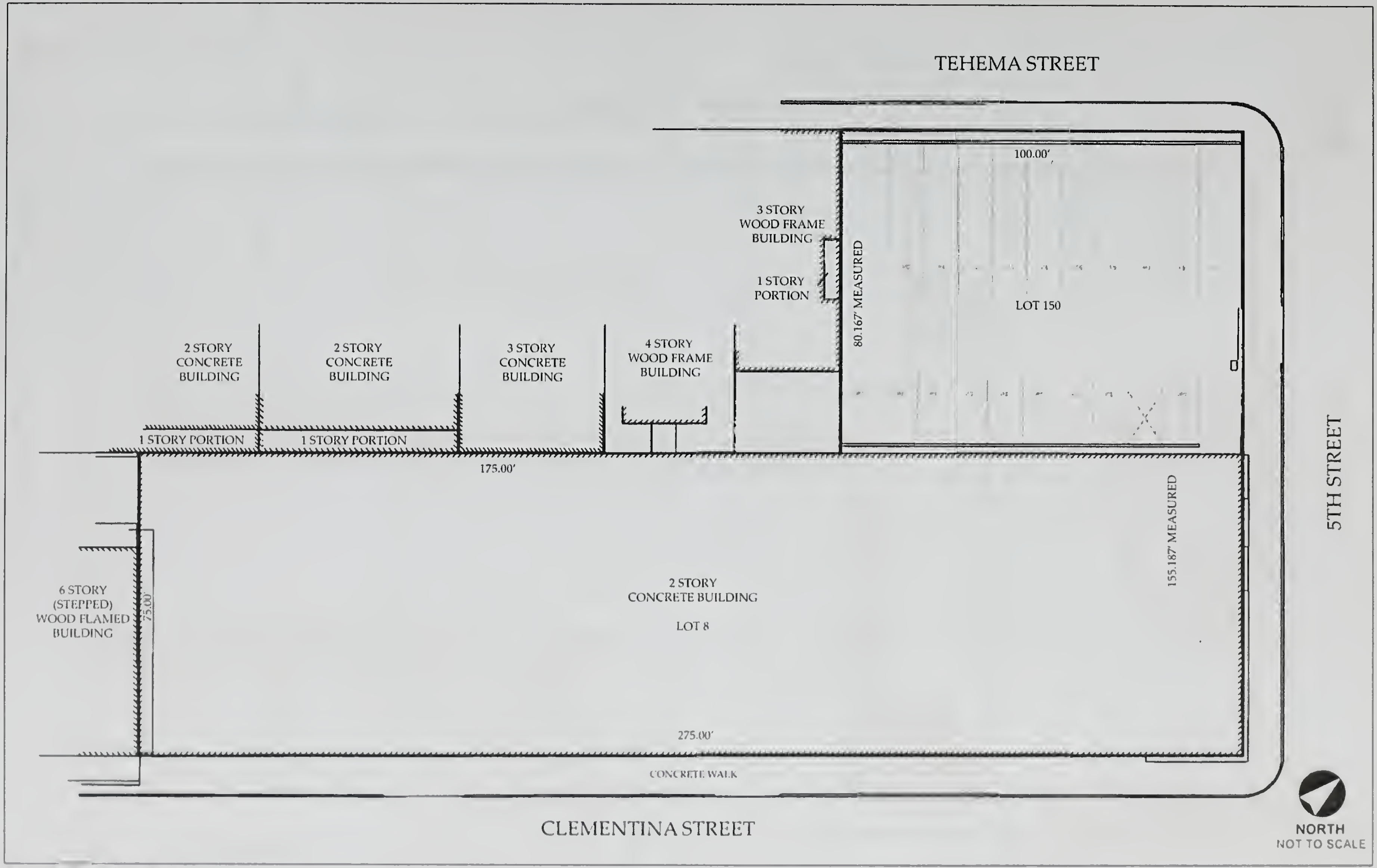
[1] By convention, streets in the northeast/southwest street grid in the South of Market area are referred to in terms of east-west (e.g., Mission or Folsom) and north-south (e.g., Fifth).



SOURCE: Google Earth / PBS&J, 2007

260 FIFTH STREET PROJECT

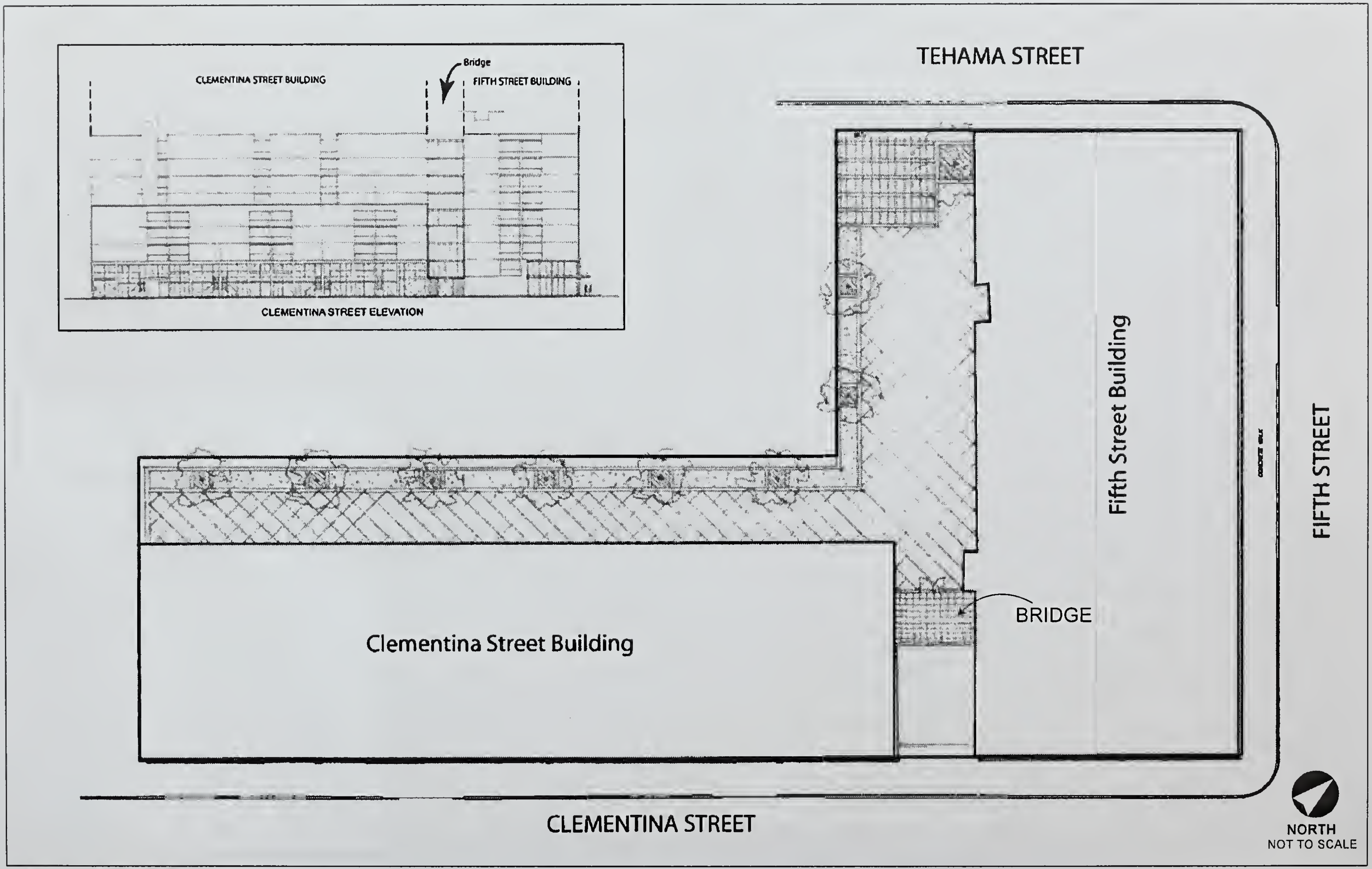
FIGURE 1: PROJECT LOCATION


TEHEMA STREET
100.00'
3 STORY WOOD FRAME BUILDING
1 STORY PORTION
80.167' MEASURED
LOT 150
2 STORY CONCRETE BUILDING
2 STORY CONCRETE BUILDING
3 STORY CONCRETE BUILDING
4 STORY WOOD FRAME BUILDING
1 STORY PORTION
1 STORY PORTION
175.00'
5TH STREET
155.187' MEASURED
6 STORY (STEPPED) WOOD FLAMED BUILDING
75.00'
2 STORY CONCRETE BUILDING
LOT 8
275.00'
CONCRETE WALK
CLEMENTINA STREET
NORTH
NOT TO SCALE

SOURCE AGI Capital Group, Inc. 2007

260 FIFTH STREET PROJECT

FIGURE 2: EXISTING SITE PLAN



SOURCE: AGI Capital Group, Inc., 2007.

260 FIFTH STREET PROJECT

FIGURE 3: PROPOSED SITE PLAN

TABLE 1
PROJECT CHARACTERISTICS

Use/Characteristics	Fifth Street Building Area/Amount	Clementina Street Building Area/Amount	Project Total Area/Amount
Residential	65,217 gsf	68,945 gsf	134,162 gsf
Retail	5,719 gsf	-	5,719 gsf
Parking[1]	36,256 gsf	-	36,256 gsf
Lobby & Service	9,097 gsf	-	9,097 gsf
Core Circulation	17,036 gsf	10,459 gsf	27,495 gsf
TOTAL (not inc. open space)	**133,325 gsf**	**79,404 gsf**	**212,729 gsf**
Open space[1]	*	*	14,936 gsf
Dwelling Units	74 units	101 units	175 units
Parking Spaces[1]	-	-	177 spaces
Loading Spaces[1]			0
Number of Buildings[2]	1	1	2
Height of Building(s)	85 feet	85 feet	85 feet
Number of Stories	9	9	9

Source: Avant Housing, 2008.

Notes:

1: The two buildings would share a common parking area and loading spaces. Similarly, some open space would be shared. These uses are shown for the project as a whole.

2: The project would include two residential towers, with shared below-ground parking.

The project would include two eight-story rectangular residential towers (hereafter referred to as "buildings") with flat roofs, laid out in an "L" formation. The two buildings would be joined by small bridges at each level (see Figure 3, p. 4), and would share a common entryway and parking. One building (the Fifth Street Building) would front on Fifth Street and would extend from Tehama Street to Clementina Street (see Figure 3, p. 4). The Fifth Street Building would have a plan dimension of 95 feet long by 40 feet wide at its base. Its broader side, at 95 feet wide, would front on Fifth Street, while its narrower side, at 40 feet wide, would front on Tehama Street and Clementina Street. The Fifth Street Building would rise to 85 feet in height without setbacks. The Fifth Street Building would include 5,719 gsf of ground-floor retail and 74 residential units.

The second building (the "Clementina Street Building") would front on Clementina Street, beginning 55 feet from the corner of Fifth and Clementina, and extend 115 feet west along Clementina Street. The Clementina Street Building would have a plan dimension of 115 feet long by 35 feet wide at its base. The broader, 115-foot-long side of the building fronting on Clementina would offer "stoop" areas for its ground-level residential units along Clementina Street.[2] On its narrower side, the Clementina Street Building would be 35 feet long. This narrower east side of the Clementina Street Building would serve as the connector side to the

---

[2] "Stoop areas" are entryway stairs fronting on the sidewalk.

Fifth Street Building, as the bridges and common entryway would be located there so that all connected uses would flow through that side. The Clementina Street Building would also be 85 feet tall. At the 48.5-foot level, the Clementina Street Building would be set back ten feet from the Clementina alley corridor below to allow for more light and space in the vicinity. Figure 4, p. 7 shows the proposed Clementina Street elevation, and Figure 5, p. 8, shows the proposed building sections. Figures 6 through 10, pp. 9 to 13, show the proposed floor plans and roof plan. The Clementina Street Building would provide 95 residential flats and six townhomes, with no retail uses.

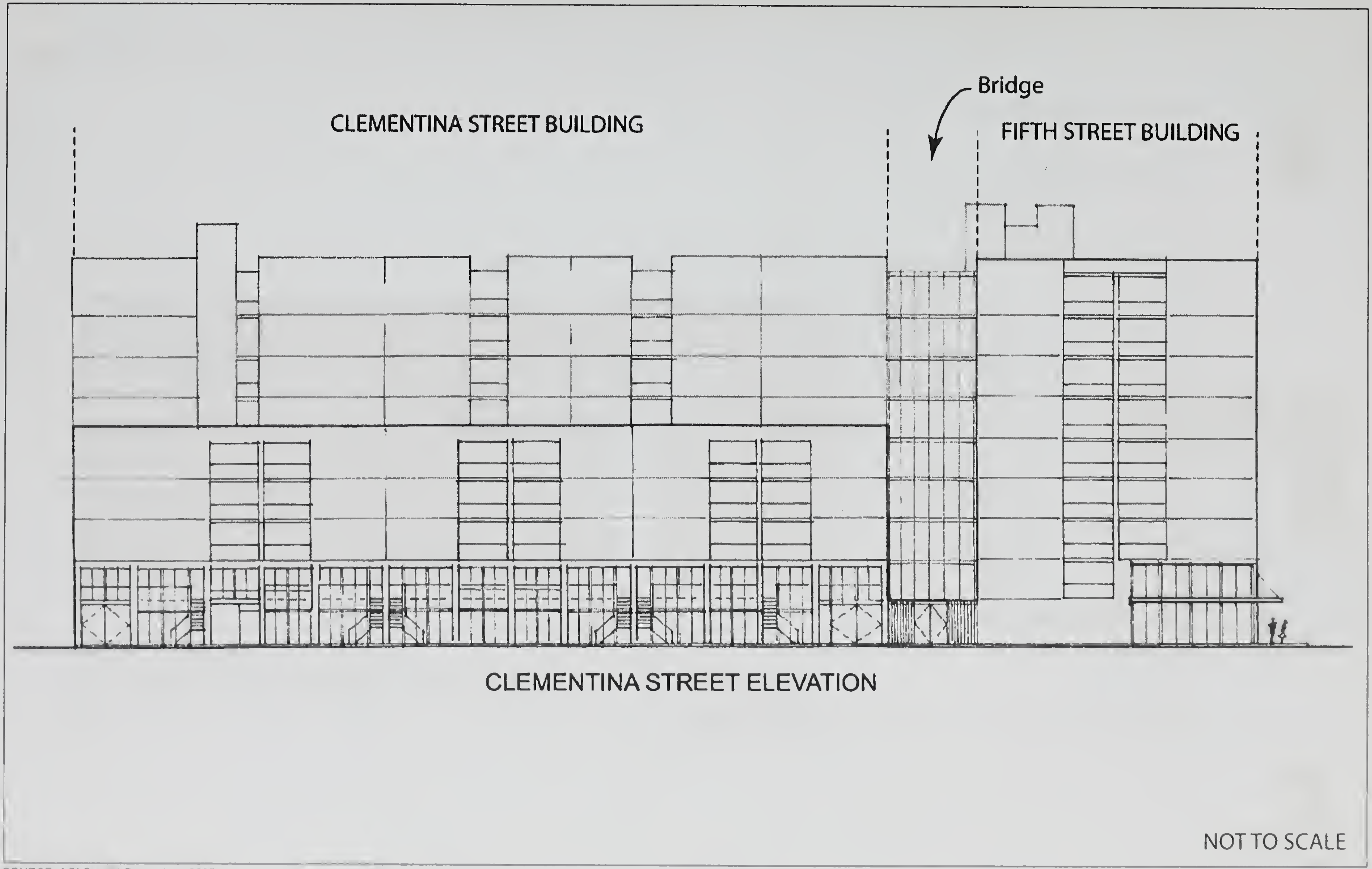
There would be a 27-foot-wide space between the buildings, which would serve as the common sidewalk entry point on Clementina Street for residential uses for both buildings. The residential component of the project would include 175 condominium units (7 studios, 132 one bedroom, 30 two bedroom, and six townhomes). The project would include both market-rate and below-market-rate units. At least fifteen percent of the total units would be designated as Below Market Rate (BMR) units. Sales prices for market-rate units (approximately 148 units) would range from $525,000 to $1,100,000. Sales prices for below-market-rate units (approximately 27 units) would range from $195,300 to $258,000.

The proposed project would include approximately 5,719 gsf of street-level retail space fronting on Fifth Street, between Tehama Street and Clementina Street, in the Fifth Street Building. The retail uses would be constructed at grade, with access provided on Fifth Street. The retail space could be oriented towards neighborhood uses, though it is possible that over time, due to the neighborhood's proximity to a visitor-serving commercial area, that the retail uses could serve a larger citywide clientele.

The proposed project would provide 177 parking spaces in two parking areas. The basement level would provide parking for residents of both buildings. The basement parking area would provide both standard parking spaces and stackers, to accommodate more cars.[3] This basement level would extend below both buildings, providing a foundation for both buildings. The excavation depth would be approximately 10 feet and would remove approximately 10,250 cubic yards of soil. This basement parking area would be accessed through a security gate on Tehama Street, approximately 40 feet west of the corner of Fifth Street (see Figure 7, p. 10). A ramp would provide access down to the basement parking. The second parking area, providing 28 spaces of covered ground-level parking, would be accessed through a gated, one-way entrance on Clementina Street, approximately 120 feet west of the corner of Fifth Street. The exit from the Clementina-side parking would be through a one-way exit, approximately

---

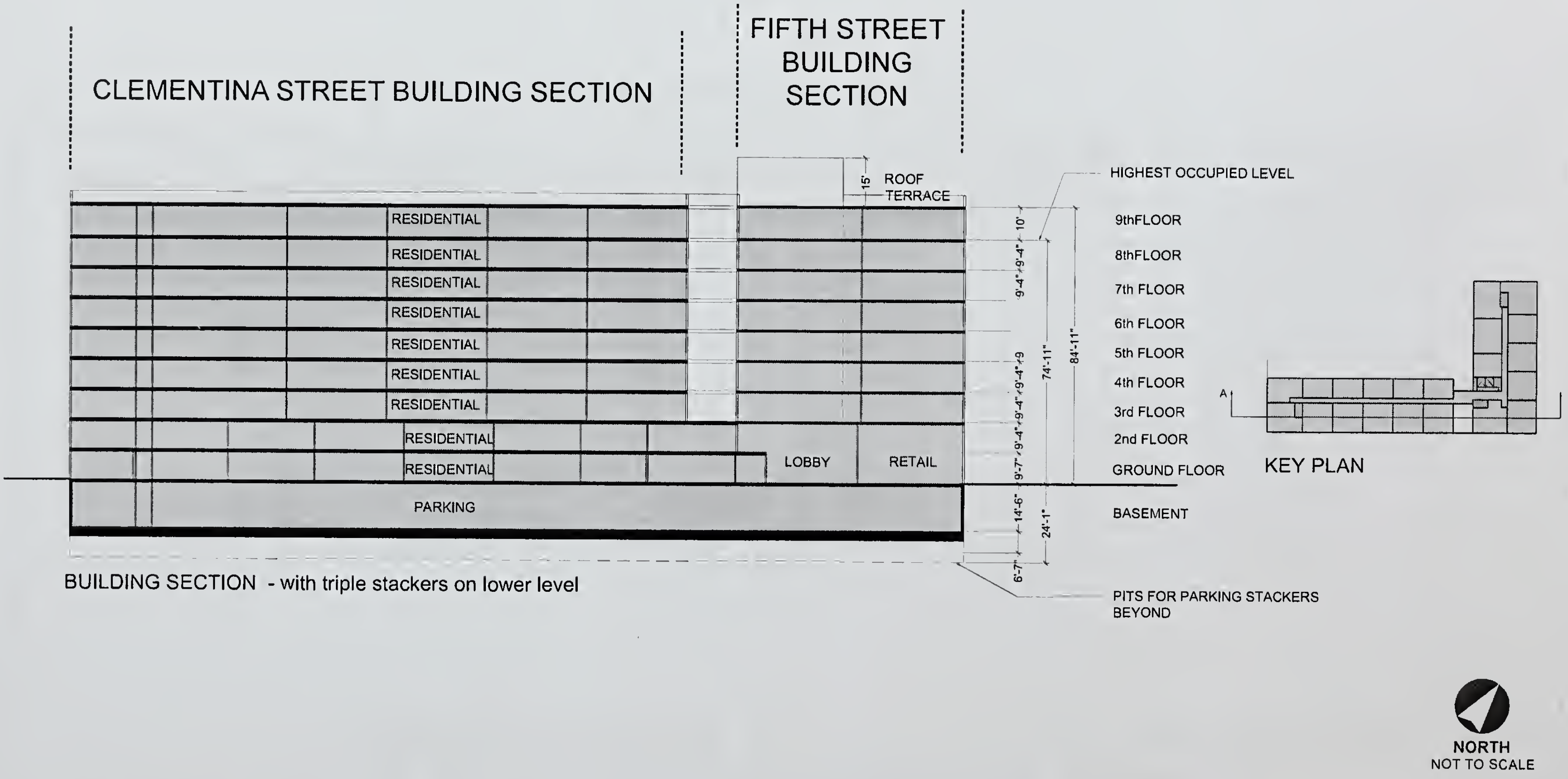
[3] "Stackers" are hydraulic lifts that allow more than one vehicle to park in a parking space.



SOURCE AGI Capital Group, Inc. 2007

260 FIFTH STREET PROJECT

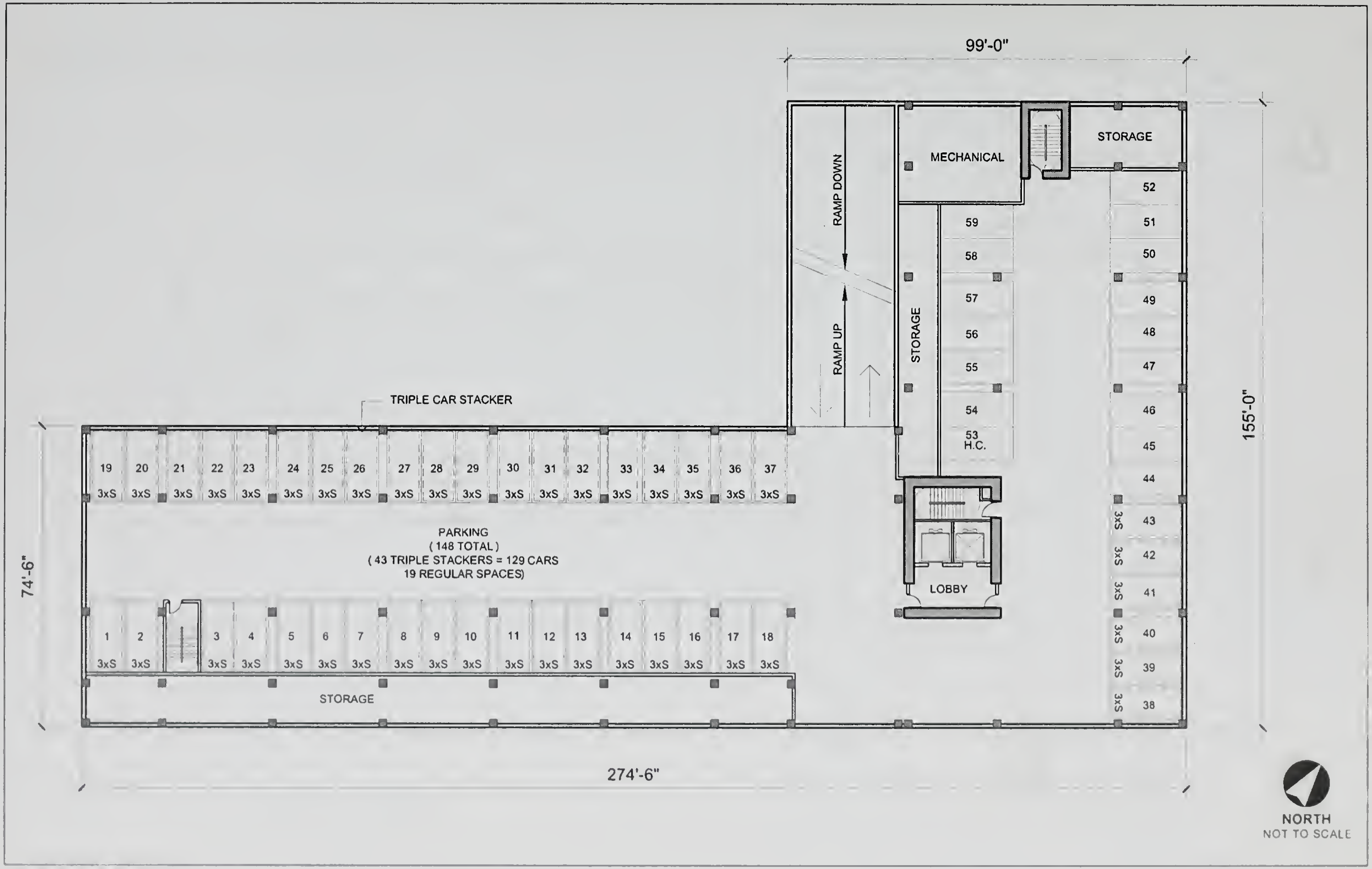
FIGURE 4: PROPOSED CLEMENTINA STREET ELEVATION



SOURCE: AGI Capital Group, Inc., 2007.

260 FIFTH STREET PROJECT

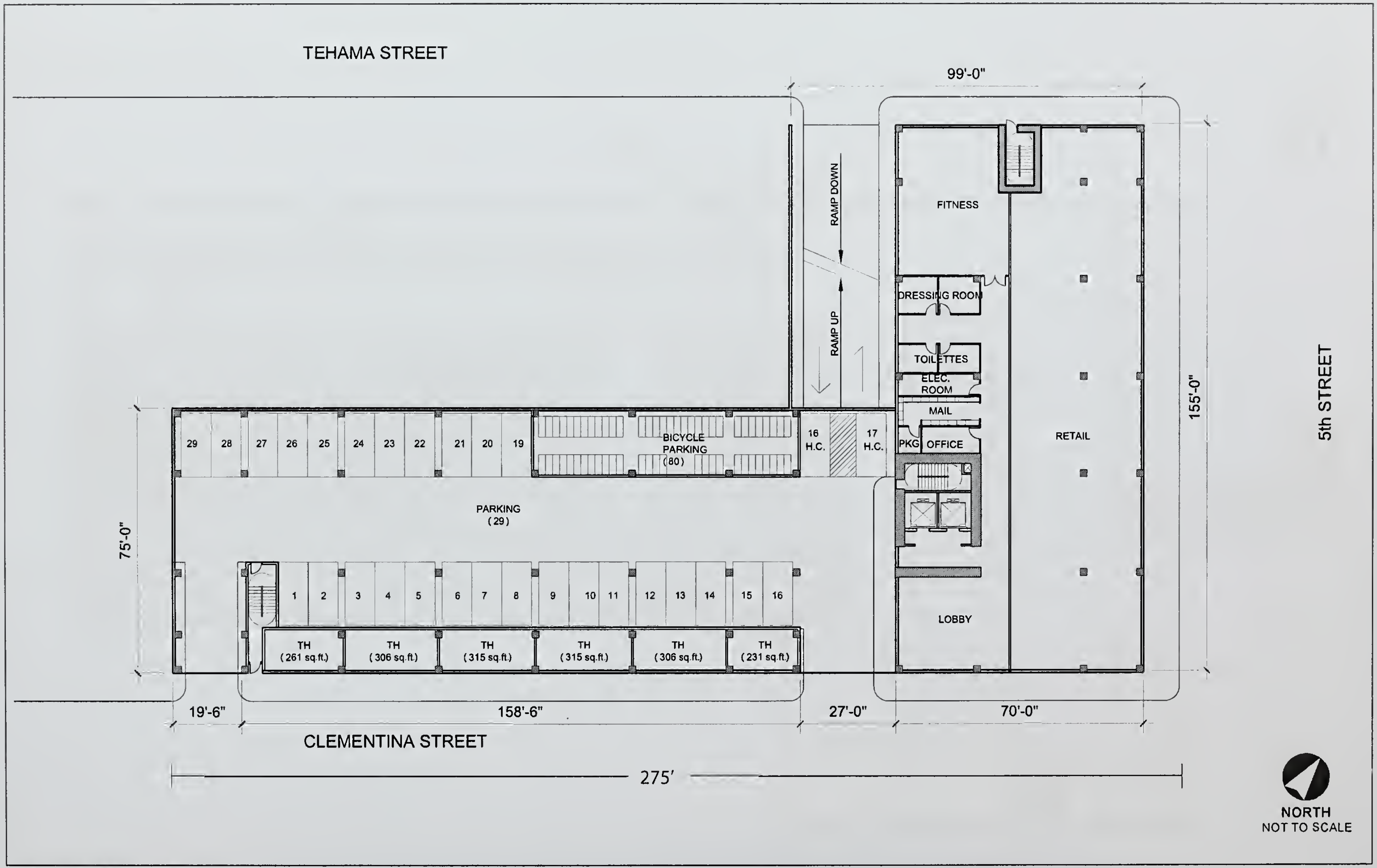
FIGURE 5: PROPOSED BUILDING SECTION - CLEMENTINA STREET LOOKING NORTH



SOURCE AGI Capital Group Inc 2007

260 FIFTH STREET PROJECT

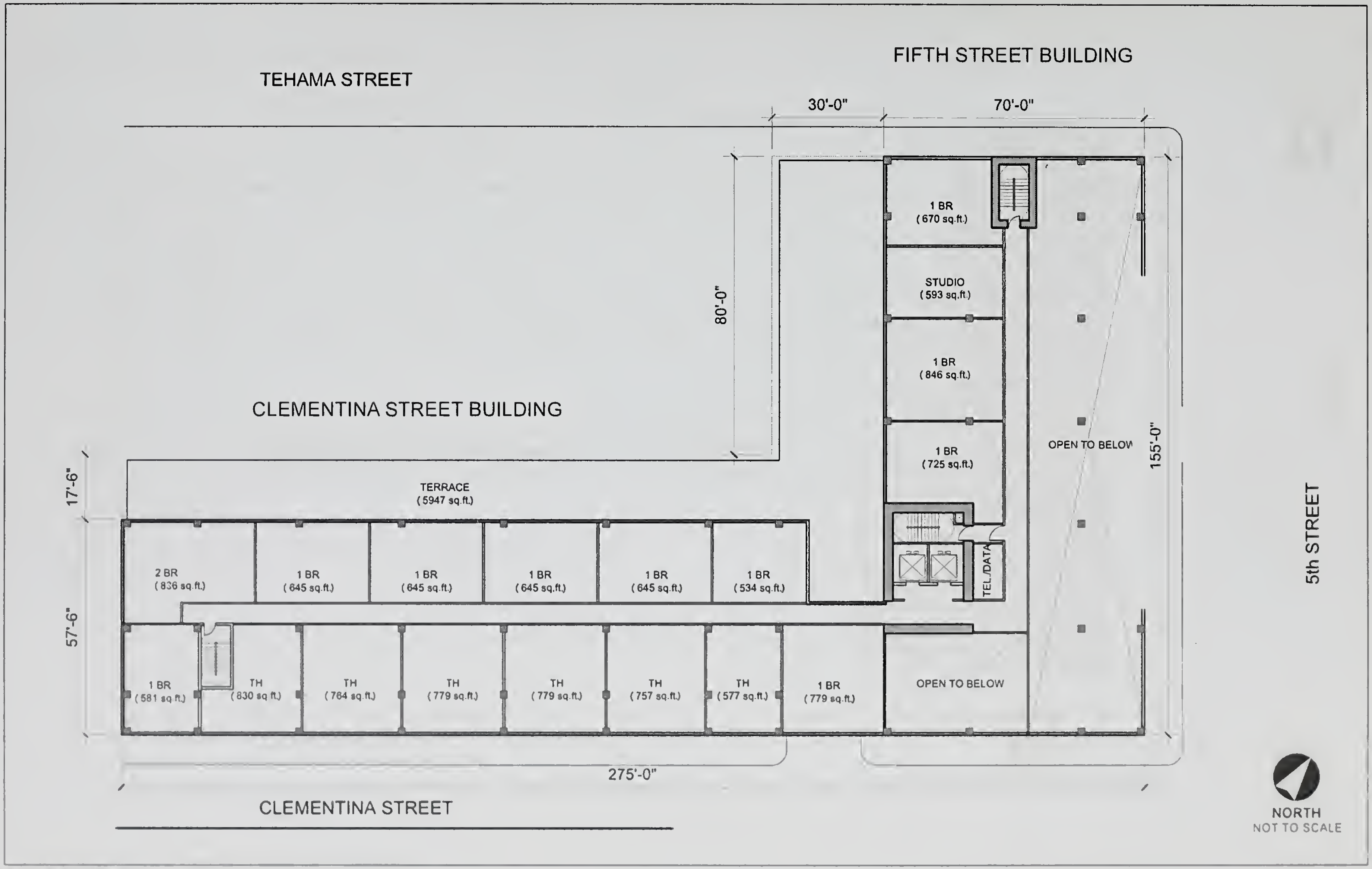
FIGURE 6: PROPOSED LOWER LEVEL PLAN



SOURCE: AGI Capital Group, Inc., 2007.

260 FIFTH STREET PROJECT

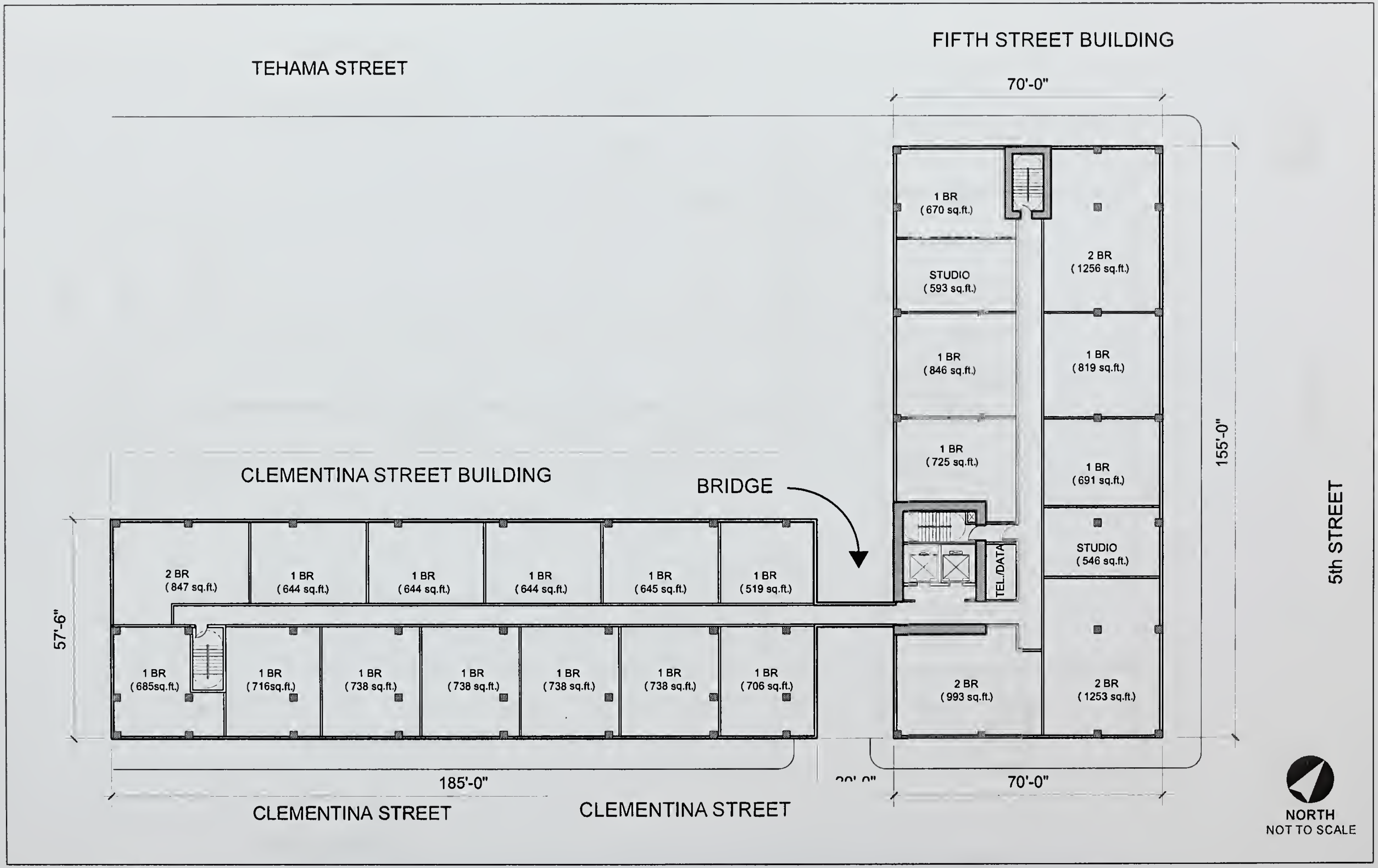
FIGURE 7: PROPOSED GROUND FLOOR PLAN



SOURCE AGI Capital Group Inc 2007

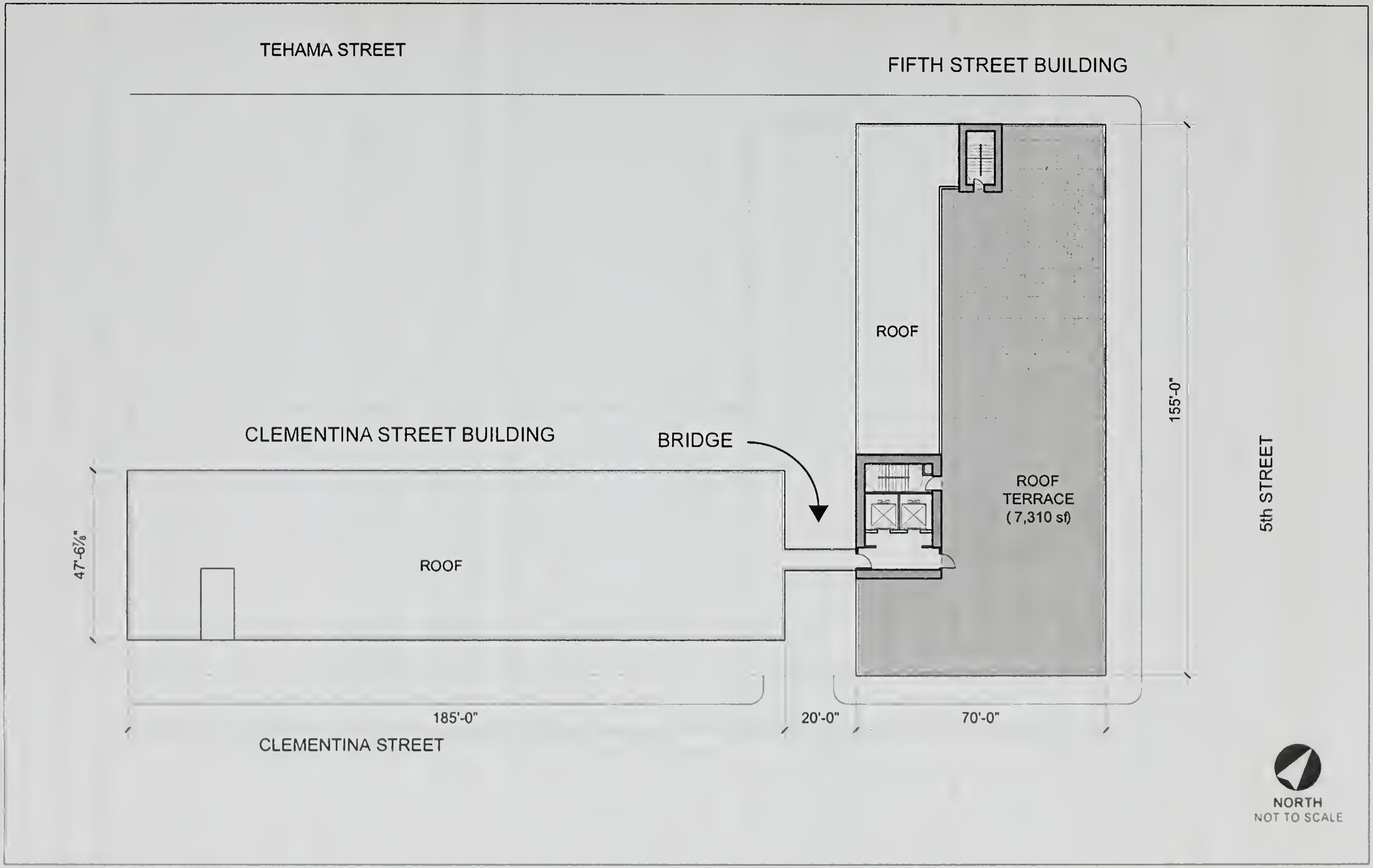
260 FIFTH STREET PROJECT

FIGURE 8: PROPOSED SECOND FLOOR PLAN



SOURCE: AGI Capital Group, Inc., 2007.

FIGURE 9: PROPOSED FLOORS 3 THROUGH 9 PLAN REPRESENTATIVE FLOOR PLAN - FLOORS 3 TO 9



SOURCE AGI Capital Group Inc 2007

260 FIFTH STREET PROJECT

FIGURE 10: PROPOSED ROOF PLAN

50 feet west of the corner of Fifth Street. The parking areas would also accommodate storage lockers for residents.

The project building design would have a combination of 50 percent glass and 50 percent plaster facades, with color choices consistent with neighborhood environs. The buildings would have flat, potentially-vegetated roofs. The interior podium-level courtyard would be designed with an emphasis on water-efficient landscaping and native plant species. Common facilities for residents would include a spa, fitness room, theater, and bike storage, which would all be provided in the Fifth Street Building. The proposed building would incorporate "stoop" access to homes, with entry stairways extending down to the sidewalk, and pedestrian-oriented landscaping on Clementina Street. Thirteen street trees surrounding the site would be removed and would be replaced with new trees at a 1:1 ratio.

The project would seek certification as a Leadership in Energy and Environmental Design (LEED) Gold project or equivalent as recognized by the San Francisco Planning Department. In order to achieve LEED Gold certification or equivalent as recognized by the San Francisco Planning Department, the Project Sponsor would include:

- Convenient access to public transportation, bicycle storage facilities, and preferred parking for low-emitting and fuel-efficient vehicles;
- On-site renewable energy;
- Water-efficient landscaping;
- Optimized energy performance;
- Vegetated roof to reduce stormwater runoff and decrease heat island effect; and
- Use of low-emitting adhesives, sealants, paints, coatings and carpet to limit off-gassing and promote high air quality within the residential units.

Project construction is anticipated to begin in 2009, and would be completed in 2011. Construction would take approximately 21 to 27 months. Project construction cost is estimated at $49,500,000.

PROJECT APPROVALS

In addition to certification of an Environmental Impact Report and adoption of findings under the California Environmental Quality Act (CEQA), the proposed project would require Conditional Use authorization by the City Planning Commission and a variance by the Zoning Administrator, both of which would constitute project approval. The approvals that would be required in accordance with the *Planning Code* are listed below.

- Conditional Use authorization for two towers exceeding a height of 40 feet in a 40-X/85-B Height and Bulk District pursuant to *Planning Code* Section 263.11.
- Conditional Use authorization for bulk exceeding 100 feet in length and 125 feet in diagonal dimension above 50 feet, pursuant to *Planning Code* Section 270.
- Conditional Use authorization for parking exceeding one space per four units, the amount classified as accessory parking pursuant to *Planning Code* Section 157.
- Variance from the requirement of one off-street freight-loading space, pursuant to *Planning Code* Section 152.

B. PROJECT SETTING

Land uses in the vicinity of the project site include a mix of residential, recreation, retail, and office uses, with some light industry and warehouse uses. The project site comprises the eastern mid-block portion of a city block. The project site is bordered by a six-story building (currently in the final stages of construction) on its west side, fronting on Clementina Street. On its interior side facing north, the project site is bordered by five concrete buildings ranging from one to four stories. The interior side of the area of the project site currently used as a parking lot borders a three-story wood building. These adjacent buildings are residential uses.

West of the project site, beyond the building under construction mentioned above, are two auto shops and an automotive paint shop (fronting Folsom Street), and a series of one- to three-story loft buildings, interspersed with a photo lab, a print shop, and an auto shop (fronting Clementina Street). Across Clementina Street, directly to the south of the project site, is a surface parking lot. (The parking lot is the proposed site for the 900 Folsom Street Project, currently under review by the Planning Department, discussed further below.) Directly across Folsom Street to the south, there is a gas station. Next to the gas station, along Folsom Street, are a four-story hotel with a bar on the ground floor, a parking lot, and a car wash. To the east of the project site, across Fifth Street, there is a 14-story apartment building. To the north of the project site, along Folsom Street, is the 85-foot-tall Yerba Buena Lofts building.

The site is southwest of a mixed-use area with visitor-serving amenities, including the Yerba Buena Gardens, the Moscone Convention Center, retail shopping, and other similar uses. To the north of the project site, at the corner of Fifth and Howard Streets, the 32-story Intercontinental Hotel next to Moscone Center West was recently completed. The immediate vicinity of the project site, in contrast, contains light industrial uses (automotive shops, photo labs, paint shops) in addition to residential and commercial uses, located primarily along Folsom Street. Businesses in the immediate vicinity are generally oriented towards neighborhood and city clientele. The Powell Street BART and MUNI Metro underground station, a major transit corridor serving the Bay Area, is three blocks north. The Caltrain depot is 5.5 blocks to the south. AC Transit serves the Transbay Terminal, about five blocks east of the site. The project vicinity is served by several MUNI, Golden Gate Transit, and SamTrans bus lines.

At this time, the 900 Folsom Street Project is under review by the Planning Department. That project would construct a nine-story, mixed-use development at the corner of Fifth and Folsom Streets. The Project Sponsor for 900 Folsom Street is AGI Capital, which is one of the sponsors of the 260 Fifth Street Project. The two projects are separate for purposes of project review under CEQA and the *Planning Code*. However, given the proximity of the proposed 900 Folsom Street Project, this Initial Study considers the cumulative effects of the proposed project and the 900 Folsom Street Project where appropriate.

C. COMPATIBILITY WITH EXISTING ZONING AND PLANS

	Applicable	*Not Applicable*
Discuss any variances, special authorizations, or changes proposed to the Planning Code or Zoning Map, if applicable.	☒	☐
Discuss any conflicts with any adopted plans and goals of the City or Region, if applicable.	☒	☐
Discuss any approvals and/or permits from City departments other than the Planning Department or the Department of Building Inspection, or from Regional, State, or Federal Agencies.	☐	☒

PLANNING CODE

The *Planning Code*, which incorporates by reference the City's Zoning Maps, also governs permitted uses, densities, and the configuration of buildings within San Francisco. Permits to alter existing buildings (or to construct new buildings or demolish existing ones) may not be issued unless either the project conforms to the *Planning Code*, or an exception is granted pursuant to provisions of the *Planning Code*.

Uses. The project site is within a Residential/Service Mixed Use District (RSD). The intent of the RSD is to serve as a buffer between the higher-density, predominantly commercial area of Yerba Buena Center to the east and the low-scale, predominantly service/industrial area west of Sixth Street. The RSD serves as a major housing opportunity area within the South of Market District. The district controls are intended to facilitate the development of high-density, mid-rise housing while also encouraging the expansion of retail activities. The project would be consistent with these goals.

Height. The project site is in a 40-X/85-B Height and Bulk District. Buildings in this district may be constructed up to 40 feet as of right, and up to 85 feet by Conditional Use authorization by the Planning Commission pursuant to *Planning Code* Section 263. A Conditional Use may be permitted under Section 263 when the project would provide affordable housing, and wind and shadow effects would be minimized. The height of the finished roof of the project as measured under the *Planning Code* would be 85 feet. The project includes an affordable housing component and would not be expected to have significant wind and shadow effects (see Section 8, Wind and Shadow, p. 48.) The project would require Conditional Use authorization for building height. The proposed building height would be consistent with the conditionally-permitted height limit.

Bulk. The project site is in a B Bulk District. Buildings in this district may have a maximum plan dimension of 110 feet by 125 feet. The Clementina Street Building would have a plan dimension of 75 feet by 185 feet at its base. The Fifth Street Building would have a plan dimension of 70 feet by 155 feet at its base. Thus, the proposed project would exceed bulk requirements. The proposed project would require a Conditional Use authorization for bulk. Pursuant to Section 271(a)(1), an exception to the bulk requirements may be permitted if one of the following criteria are met: (1) Achievement of a distinctly better design, in both a public and a private sense, than would be possible with strict adherence to the bulk limits, avoiding an unnecessary prescription of building form while carrying out the intent of the bulk limits and the principles and policies of the Master Plan; and (2) Development of a building or structure with widespread public service benefits and significance to the community at large, where compelling functional requirements of the specific building or structure make necessary such a deviation. Section 270(b) provides that such bulk exceptions be reviewed under Section 303, Conditional Use procedures.

Affordable Housing. As referenced above, *Planning Code* Section 263.11(e) permits a Conditional Use for height based on the provision of affordable housing to low-income and moderate-income residents. The *Planning Code* requires either provision of affordable units on site as a component of the proposed development, or payment of an *in-lieu* fee. The Project Sponsor has elected to provide a minimum of 15 percent (27 units) of the proposed units as on-site Below-Market-Rate (BMR) units, as required by the City's Inclusionary Affordable Housing Program requirements. These BMR units would be affordable to households earning up to 100 percent of the Area Median Income (AMI) and would contribute to the City's supply of moderate-income housing. The property owner would be required to submit an annual report and fee to cover costs of enforcement of the affordable housing units. The specific terms of the affordable housing component are determined at the discretion of the Planning Commission.

Wind and Shadow. Section 295 of the *Planning Code* was adopted in response to Proposition K (passed in November 1984) in order to protect certain public open spaces from additional shadowing by new structures. Section 295 restricts new shadow upon public parks and open spaces under the jurisdiction of the Recreation and Park Commission by any structure exceeding 40 feet in height unless the Planning Commission, in consultation with the General Manager of the Recreation and Park Department and the Recreation and Park Commission, finds the impact to be insignificant.

The Conditional Use authorization pursuant to Sec. 263.22(e) would also be contingent on the Project Sponsor meeting certain wind and shadow criteria that would be evaluated prior to the Conditional Use application (see Section 8, Wind and Shadow, p. 48.)

Density. The permitted density of dwelling units in the RSD for a structure above 40 feet is to be determined as part of a Conditional Use permit pursuant to *Planning Code* Section 207.5(b). The proposed structure would create 175 dwelling units on a lot area of 28,625 gsf, for an average density of 164 gsf per unit. As the project would exceed 40 feet in height, the required density would have to be determined by the Planning Commission as a component of the Conditional Use permit for building heights.

Floor Area Ratio. The commercial Floor Area Ratio (FAR) is a ratio of commercial floor space to total lot area. In an R district, the maximum commercial FAR is 1.8:1. The project would have 5,719 gsf of retail space on a lot area of 28,625 gsf, for a FAR ratio of approximately 0.2:1. The project would therefore comply with FAR regulations in the RSD.

Open Space. The project would include a total of 14,936 gsf of open space, comprised of 13,257 gsf of common open space and 1,679 gsf of private open space. The open space would be provided primarily through open-air courtyards on the interior sides of the buildings, joined by bridges at each level, which would provide access to the residential units (see Figure 8, p. 11). Section 135 of the *Planning Code* requires that 36 gsf of private open space, or 48 gsf of common open space, be provided for each residence in the RSD. The project would provide 75 gsf of common space per dwelling unit. Thus, the open space requirement for residential uses would be satisfied. In addition to the residential requirements, Section 135.3 requires that one square foot of open space be provided for every 250 gsf of commercial use in the RSD. The project would include 5,719 gsf of retail use. Thus, the project's retail uses would require at least 23 gsf of open space. This open space requirement would be satisfied by street-level setbacks within the retail uses, providing a 23-gsf seating area. Section 134 of the *Planning Code* requires that every building in the RSD shall have a minimum rear yard depth equal to 25 percent of the total depth of the lot on which the building was situated, in no case less than 15 feet. Section 134(e) provides an exception to this rule for lots at alley intersections in the South of Market, which cannot practically have traditional backyards on an interior side of the lot. Buildings on these excepted locations may substitute an open area equal to 25 percent of the lot area in an interior corner of the lot, provided that the area is contiguous with the mid-block open space formed by the rear yards of adjacent properties, and has no horizontal dimension less than 15 feet. The project site falls within the Section 134(e) exception for alley corners, which allows the provision of a rear yard in the inside corner of the lot. The project would include a landscaped open space area on the interior sides of the buildings, which would be equal to or greater than 25 percent of the depth of the respective lots, and at least 15 feet in depth. Thus, the project would meet the rear yard requirement.

Parking. The project would provide 177 parking spaces for 175 dwelling units. Section 151 of the *Planning Code* requires that new buildings in the RSD must provide a minimum of one parking space for every four units. Because the proposed project would provide 175 dwelling units, Section 151 requires a minimum of 44 parking spaces. Section 204.5 permits up to 150 percent of those required spaces as "accessory" parking as of right, for a total of 66 spaces. The proposed project would provide a total of 177 spaces, or 133 more spaces than required. *Planning Code* Section 157 allows the Planning Commission to permit a conditional use for an amount of parking that exceeds the amount classified as accessory parking, based on criteria including whether the standard 1:4 ratio would not serve uses adequately, and whether the parking would have any detrimental effects to the area. The project would provide parking at a ratio of 1.01:1. The Project Sponsor would seek such a Conditional Use authorization for the additional parking spaces proposed.

Proposition M. In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added Section 101.1 to the Planning Code to establish eight Priority Policies. These policies, and the sections of this Environmental Evaluation addressing the environmental issues associated with the policies, are: (1) preservation and enhancement of neighborhood-serving retail uses; (2) protection of neighborhood character (Question 1c, Land Use); (3) preservation and enhancement of affordable housing (Question 3b, Population and Housing, with regard to housing supply and displacement issues); (4) discouragement of commuter automobiles (Questions 5a, b, f, and g, Transportation and Circulation); (5) protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership (Question 1c, Land Use); (6) maximization of earthquake preparedness (Questions 13 a-d, Geology, Soils, and Seismicity); (7) landmark and historic building preservation (Question 4a, Cultural Resources); and (8) protection of open space (Questions 8 a and b, Wind and Shadow, and Questions 9a and c, Recreation and Public Space). Prior to issuing a permit for any project which requires an Initial Study under CEQA, and prior to issuing a permit for any demolition, conversion, or change of use, and prior to taking any action which requires a finding of consistency with the General Plan, the City is required to find that the proposed project or legislation is consistent with the Priority Policies. As noted above, the consistency of the proposed project with the environmental topics associated with the Priority Policies is discussed in the Evaluation of Environmental Effects, providing information for use in the case report for the proposed project. The case report and approval motions for the project will contain the Department's comprehensive project analysis and findings regarding consistency of the proposed project with the Priority Policies.

EASTERN NEIGHBORHOODS REZONING AND INTERIM POLICIES

Eastern Neighborhoods Rezoning. The project site is within an area on the eastern side of San Francisco officially referred to as the Eastern Neighborhoods. The Planning Department is studying options for rezoning the Eastern Neighborhoods to permit housing development in some areas currently zoned to allow industrial use, while preserving an adequate supply of land for production, distribution, and repair (PDR) employment and businesses. The Department developed three rezoning options, designated Options A, B, and C, which vary by the degree to which existing industrially zoned land would be rezoned to primarily residential and mixed-use districts or be rezoned to limit to non-PDR uses.[4] Option A would permit the least amount of conversion to non-PDR land uses, while Option C would permit the greatest conversion to non-PDR land uses. The neighborhood and citywide impacts of rezoning the Eastern Neighborhoods is the subject of a Draft Environmental Impact Report published in 2007, which is undergoing public review and is anticipated to be certified in 2008.[5]

As part of the rezoning effort, an area plan is being created for each neighborhood within the broader Eastern Neighborhoods area. The project site is located within the East SoMa neighborhood, for which the Department has published a Draft Area Plan for adoption.[6] The zoning controls within the East SoMa Area Plan are generally patterned after Option B.

The project site is proposed for rezoning to a Mixed-Use Residential (MU-R) use district, within which the proposed residential and retail uses would be principally permitted uses.[7] The purpose of the MU-R District would be to promote a mix of residential and commercial uses while insuring that housing is built, and to protect alleys from overdevelopment. The project would be consistent with the new MU-R zoning of the site, with the exception of the bedroom-count ratio, which requires 40 percent of the total unit mix to be two-bedroom units, and encourages three-bedroom units. The proposed project would include 21 percent two-bedroom or townhome units.

---

[4] San Francisco Planning Department, *Community Planning in the Eastern Neighborhoods: Rezoning Options Workbook Draft,* February 2003. This document is available at http://www.sfgov.org/site/planning_index.asp?id=25364, accessed on March 17, 2008.

[5] San Francisco Planning Department, *Eastern Neighborhoods Rezoning and Areas Plans Draft Environmental Impact Report,* June 30, 2007. This document is available at http://www.sfgov.org/site/planning_index.asp?id=65696, accessed on March 17, 2008.

[6] San Francisco Planning Department, *East SoMa Area Plan,* Draft for Adoption, April 2008. This document is available at http://www.sfgov.org/site/planning_index.asp?id=67762, accessed on May 8, 2008.

[7] San Francisco Planning Department, *Proposed Area Plans, New Zoning and Heights, April 2008.* This document is available at http://www.sfgov.org/site/planning_index.asp?id=67762. Accessed on May 19, 2008.

The project site is also within a proposed 40-X/85-B height district.[8] The proposed building height of 85 feet would require the Project Sponsor to obtain a Conditional Use authorization. Buildings in the B Bulk district may have a maximum plan dimension of 110 feet by 125 feet. The Clementina Street Building would have a plan dimension of 75 feet by 185 feet at its base. The Fifth Street Building would have a plan dimension of 70 feet by 155 feet at its base. Thus, the proposed project would exceed bulk requirements and would require a Conditional Use authorization for bulk.

The Planning Department will present the proposed Eastern Neighborhoods draft area plans and rezoning to the Planning Commission for discussion and for ultimate final adoption. After Planning Commission action, the Board of Supervisors must also approve the proposed area plans and rezoning. It should be noted that the current rezoning proposal is subject to further changes at the direction of Planning Department staff, the Planning Commission, and/or the Board of Supervisors. Therefore, this environmental analysis does not presume that the land use controls proposed for the site as expressed in the East SoMa Area Plan and Eastern Neighborhoods zoning and heights maps will be adopted by the Board of Supervisors.

Eastern Neighborhood Interim Policies. In February 2004, the Planning Commission adopted Resolution 16726, establishing interim policies and procedures for development proposals within portions of the Eastern Neighborhoods. The resolution calls for all projects to adhere to its policies, with exceptions granted only through the Planning Commission's Discretionary Review authority.

Pursuant to the resolution, the project site was designated as a Housing/Mixed Use overlay area. The Design Guidelines for this overlay make several recommendations, including regulating lot mergers, improving access via through corridors for large developments, encouraging pedestrian uses along major corridors, limiting the maximum street facing plan dimension of buildings fronting major arterials, providing a diversity of uses along retail corridors, offering active commercial uses on retail corridors, and limiting street frontages of individual retail spaces. The proposed project would be consistent with these Design Guidelines.

---

[8] San Francisco Planning Department, *Proposed Area Plans, New Zoning and Heights, April 2008*. This document is available at http://www.sfgov.org/site/planning_index.asp?id=67762. Accessed on May 19, 2008.

The Housing/Mixed Use overlay policies also encourage maximum housing density, provision of multi-bedroom units, building height controls on smaller streets, and off-street parking limitations. The proposed project would be consistent with these policies, with the exception of parking, for which it would exceed the limitation of one parking space for every four units in the RSD by providing 177 parking spaces for 175 units. Resolution 16727 states that its policies shall be applied through the Conditional Use authorization process. The Project Sponsor would seek a Conditional Use authorization for total parking proposed if the interim policies are still in effect at the time of application.

GENERAL PLAN

The *San Francisco General Plan* provides general policies and objectives to guide land use decisions. Any conflict between the proposed project and policies that relate to physical environmental issues are discussed in Section E, Evaluation of Environmental Effects. The compatibility of the proposed project with *General Plan* policies that do not relate to physical environmental issues will be considered by decision-makers as part of their decision whether to approve or disapprove the proposed project. Any potential conflicts identified as part of the process would not alter the physical environmental effects of the proposed project.

D. SUMMARY OF ENVIRONMENTAL EFFECTS

The project could potentially affect the environmental factor(s) checked below. The following pages present a more detailed checklist and discussion of each environmental factor.

☒ Land Use
☐ Aesthetics
☐ Population and Housing
☒ Cultural and Paleo. Resources
☒ Transportation and Circulation
☐ Noise
☐ Air Quality
☐ Wind and Shadow
☐ Recreation
☐ Utilities and Service Systems
☐ Public Services
☐ Biological Resources
☐ Geology and Soils
☐ Hydrology and Water Quality
☐ Hazards/Hazardous Materials
☐ Mineral/Energy Resources
☐ Agricultural Resources
☒ Mandatory Findings of Significance

This Initial Study examines the project to identify potential effects on the environment. On the basis of this study, project-specific effects that have been determined to be potentially significant include: cumulative land use, transportation/circulation, construction air quality, and cultural and paleontological resources. Potentially significant effects of the project to cumulative land use, cultural and paleontological resources, and transportation/circulation will be analyzed in a subsequent Environmental Impact Report (EIR). However, this Initial Study identifies a mitigation measure that would reduce impacts to construction air quality to a less-than-significant level, which would obviate the need to address this topic in the EIR. This mitigation measure is discussed in Section F of this document.

Impacts of the project that have been determined to be less than significant include: project-specific land use; aesthetics; population and housing; construction and operational noise; operational air quality; wind and shadow; recreation; utilities and service systems; public services; biological resources; geology and soils; hydrology and water quality; hazards/hazardous materials; mineral/energy resources; and agricultural resources. Those issues are discussed below and require no further environmental analysis in the EIR. For issues requiring mitigation to reduce the impact to a less-than-significant level, mitigation measures are specified at the end of this document and are referred to in the environmental analysis. For each checklist item analyzed, the evaluation has considered the impacts of the project both individually and cumulatively.

E. EVALUATION OF ENVIRONMENTAL EFFECTS

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
1. LAND USE AND LAND USE PLANNING—Would the project:					
a) Physically divide an established community?	☐	☐	☒	☐	☐
b) Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the *General Plan*, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect?	☐	☐	☒	☐	☐
c) Have a substantial impact upon the existing character of the vicinity?	☐	☐	☒	☐	☐

Existing Community. The project is in the South of Market (SoMa) neighborhood of San Francisco, which is characterized by its mixture of light industrial, residential, and commercial uses, and has been the focus of substantial development activity in the past 20 years. The project site is currently occupied by a two-story warehouse building, converted for commercial use, and a 35-space surface parking lot. The majority of the structure is used for office uses. Two small art galleries occupy part of the warehouse. The parking lot serves the existing office use. The project would introduce new residential and retail uses at the project site, which is in an area that has undergone extensive conversion to mixed use/residential uses in the past five years.

The community surrounding the project site is comprised of a mix of residential and commercial uses, with no singular identity, and no geographic center. In addition, the community in the vicinity is constantly changing with the intensive development in the entire South of Market region. The project, with residential and retail uses, would be consistent with the character of the area and would not present a physical barrier to movement throughout the community. Thus, the project would not result in a significant impact by physically dividing an established community, and this topic will not be discussed in the EIR.

Consistency with Plans and Zoning. As discussed in this Initial Study in Section C, Compatibility with Existing Zoning and Plans, p. 16, the project would be consistent with applicable policies, plans, and regulations. The proposed project would be consistent with the RSD zoning and 40-X/85-B Height and Bulk restrictions, provided that the Project Sponsor is granted the identified Conditional Use authorizations and variance. The proposed project would also be consistent with the Eastern Neighborhoods Interim Policies, upon approval of a Conditional Use authorization for parking, as described in Section C, p. 16.

The proposed project's consistency with the land use controls currently anticipated, though not yet adopted, in the Eastern Neighborhoods is discussed in Section C, p. 16. If the East SoMa Plan were approved, the project site zoning would change from RSD to Mixed-Use Residential (MU-R). The project would be consistent with the new MU-R zoning of the site, with the exception of the bedroom-count ratio. The project also would require a Conditional Use authorization for two towers exceeding a height of 40 feet in a 40-X/85-B Height and Bulk District.

As discussed above in Section C, p. 16, a major planning and policy issue in East SoMa and in the Eastern Neighborhoods as a whole is the conversion of buildings or property in potential PDR use to non-PDR use. The existing warehouse on the project site currently houses an office and art galleries. Pursuant to Resolution 16727, art galleries are considered an existing PDR use. The project site was formerly occupied in entirety by a PDR use some time prior to 1986, when well-known music producer Bill Graham purchased the building and used it as an office space. (The exact date of when the warehouse was converted from full PDR use to partial use as an office is difficult to determine from available records).[9] The property's current RSD zoning, as well as the proposed MU-R zoning under the East SoMa Plan, would permit PDR use on the entire site. The developed square footage at the project site is approximately 41,250 gsf, and as the project would involve developing the site with non-PDR uses, implementation of the project would therefore result in a loss of approximately 10,000 gsf of existing PDR use (the art gallery), and approximately 31,250 gsf of space that could theoretically be developed for future PDR uses.

---

[9] Kelley and VerPlanck Historical Resources Consulting, *Historical Evaluation 252-260 Fifth Street*, June 2007, p. 10. This document is on file and available for public review by appointment at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2007.0690E.

The loss of PDR building space or the development of non-PDR uses on a site zoned to permit future PDR uses would not, in itself, constitute a project-specific physical environmental effect. Furthermore, in the case of the proposed project, there would be no identifiable project-specific conflict with City land use plans, policies, or regulations adopted for the purpose of avoiding or mitigating an environmental effect. For the above reasons, the proposed project would not have a project-specific impact on land use in San Francisco, and this topic will not be discussed in the EIR.

Character of Project Vicinity. The area around the project site primarily includes residential, live-work, retail, and office uses. In recent years there has been a substantial amount of residential development in the immediate area, which has become an attractive location for residential use. Local-serving commercial uses are also being developed in the area, supporting the increased residential development. The addition of residential and retail use on the project site would be consistent with the actual land uses in the project vicinity, especially as they have evolved in recent years. However, with the mix of existing uses, there is a potential for land use conflicts between residential uses and some types of PDR uses that are allowed under the existing RSD zoning in the vicinity.

The most substantial structure in the vicinity is the Intercontinental Hotel, which rises 32-stories (340 feet) above the northeast corner of the intersection of Fifth and Howard Streets, one-half block north of the project site. There are several residential loft or condominium buildings within the surrounding blocks, including a six-story residential building under construction immediately adjacent to the site. The project would demolish a two-story structure and surface parking lot, and construct a new residential and retail building. The defining trend in the area has been toward modernization of historically industrial facilities to meet the increased demand for housing and service-based businesses. The project falls within this trend and would be compatible with its surroundings. The proposed buildings would be nine stories tall and would be higher than immediately adjacent uses. The buildings would fall within height restrictions set in the *Planning Code* and would be similar in scale to uses within a block of the project site, such as the Yerba Buena Lofts on Folsom Street, about one half-block east on Folsom Street, and the 14-story Alexis Towers apartment building directly across from the project site on Fifth Street. A nine-story mixed-use development is also proposed for 900 Folsom Street, across Clementina Street from the project site. The 900 Folsom Street Project is currently under review by the Planning Department. The proposed project would not result in a significant adverse impact to the character of Fifth Street or Folsom Street and the surrounding East SoMa neighborhood. This topic, therefore, will not be discussed in the EIR.

Cumulative Land Use Impacts. The Planning Department is currently reviewing a proposed project at 900 Folsom Street, across Clementina Street from the project site. The 900 Folsom Street Project would also be a nine-story mixed-use development, similar in scale to the 260 Fifth Street Project. The two projects would change the land use of the immediate project vicinity from commercial to residential use, but would not be of a scale or massing that would physically divide the surrounding community or would have a substantial impact on the character of the vicinity. The proposed Eastern Neighborhoods Rezoning would indirectly affect established communities by altering the land use characteristics of the Eastern Neighborhoods, including East SoMa, where the project vicinity would be rezoned to MU-R (Mixed-Use Residential). Thus, over time, the character of the neighborhood would be more residential in nature, consistent with that of the proposed project. In general, it can be anticipated that future development under the rezoning would result in more cohesive neighborhood subareas that would exhibit greater consistency in land use and building types, and would include more clearly defined residential neighborhoods and commercial corridors. For these reasons, the proposed project would not result in a significant cumulative impact by dividing an established community or substantially impacting neighborhood character. These topics will not be discussed in the EIR.

Although the project-level land use impacts of the 260 Fifth Street Project would be less than significant, the project's contribution to other cumulative impacts, when combined with other reasonably foreseeable development, including the 900 Folsom Street Project, may be significant. The amount of PDR space in the project vicinity is expected to decrease under all rezoning options being considered for the Eastern Neighborhoods. The Board of Supervisors adopted a motion on February 7, 2006 finding that a mitigated negative declaration for a project at 2660 Harrison Street was inadequate because "there appears to be substantial evidence to support a fair argument that the project [2660 Harrison Street] may have potentially significant environmental effects that were not considered or mitigated...on...the loss of PDR jobs and businesses" and "on land use...as delineated in the Department's environmental evaluation checklist."[10] Based on the Board's decision, additional analysis is needed to determine if land use changes caused by cumulative non-PDR development in the Eastern Neighborhoods might be adverse. Because the proposed project would result in the loss of approximately 10,000 gsf of existing PDR use (the art gallery), and 31,250 gsf of space that could theoretically be developed for future PDR uses, the proposed project would result in a cumulatively considerable contribution to a potentially significant cumulative impact on the City's ability to meet its PDR space needs in the Eastern Neighborhoods. This topic will be discussed in the EIR.

---

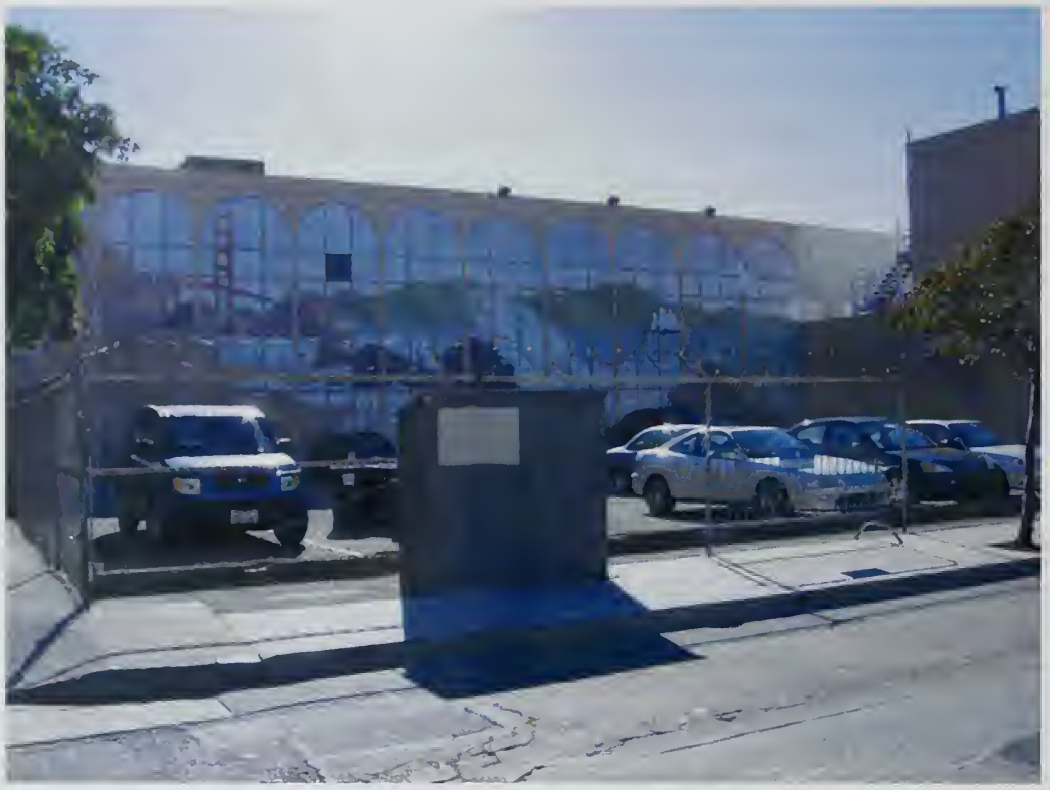
[10] Board of Supervisors Motion 06-20, File No. 060139, February 14, 2006. This document is available for viewing on-line at http://www.sfgov.org/site/uploadedfiles/bdsupvrs/motions06/m06-0020.pdf, accessed on March 17, 2008.

Topics:		*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
2.	**AESTHETICS—Would the project:**					
a)	Have a substantial adverse effect on a scenic vista?	☐	☐	☐	☒	☐
b)	Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and other features of the built or natural environment which contribute to a scenic public setting?	☐	☐	☐	☒	☐
c)	Substantially degrade the existing visual character or quality of the site and its surroundings?	☐	☐	☒	☐	☐
d)	Create a new source of substantial light or glare which would adversely affect day or nighttime views in the area or which would substantially impact other people or properties?	☐	☐	☒	☐	☐

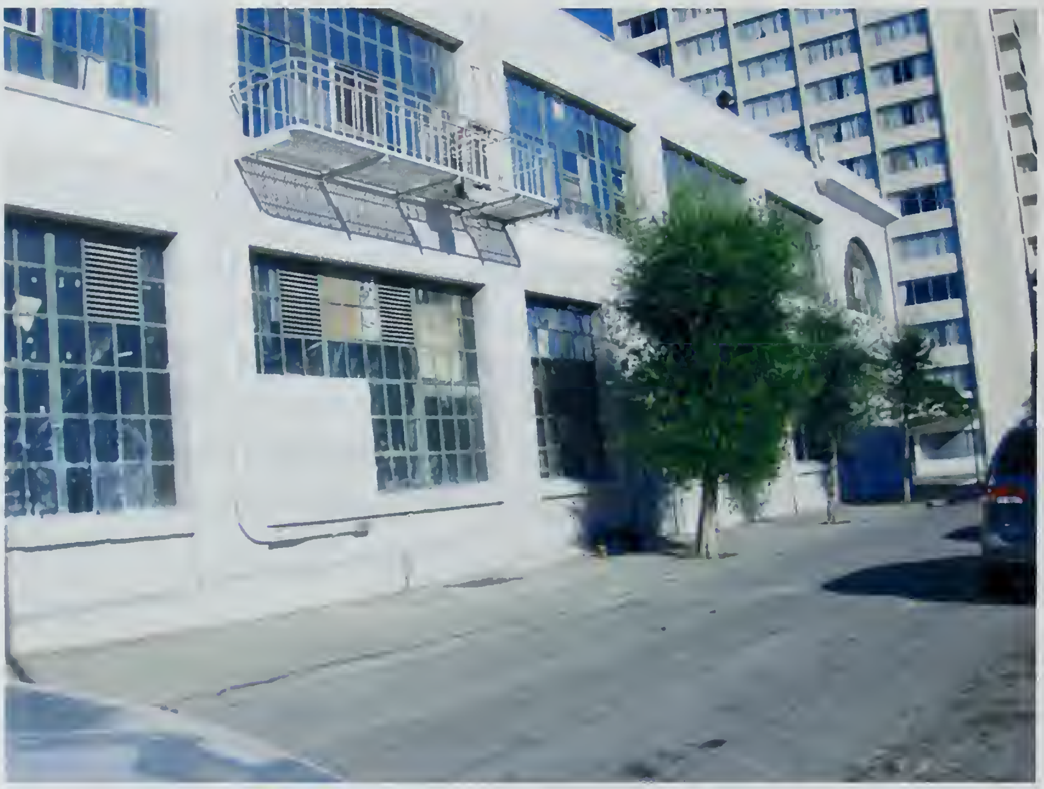
Scenic Vistas. Due to the site's topography and to obstruction by existing buildings, there are no major scenic vistas from the project site or the surrounding area. Existing public open space in the project vicinity includes the South of Market Center and Victor Manalo Draves Park, one and 1.5 blocks south of the project site, respectively, and the Yerba Buena Gardens, 1.5 blocks to the north. Views from these areas would not change as a result of the project due to the extent of urban development and existing building heights between these areas and the project site. Several high-rise buildings obstruct views from the project site, particularly those to the north. Construction of the project is therefore expected to have no effect on scenic views from adjacent residential uses and streets. This topic will not be addressed in the EIR.

Scenic Resources. There are 13 street trees at the project site along Clementina Street, Fifth Street, and Tehama Street. The trees are shown in Figure 11, p. 28. If the proposed project were approved, the trees would be removed, and new street trees would be planted at a 1:1 ratio.

The existing trees are not considered "significant" under *Public Works Code* Section 806 and would not be considered a scenic visual resource. The removal and replacement of the street trees would require review and permits under *Public Works Code* Section 806. Beyond the street trees, the existing building and surface parking lot would not be considered scenic resources. Thus, the project would have no impact on scenic resources.



Project Site looking south on Fifth Street



Project Site looking north on Clementina Street

SOURCE PBS&J, 2007

FIGURE 11: VIEW OF PROJECT SITE

Visual Character. The architectural character of the area varies, including many older one- to three-story warehouse structures among contemporary mixed-use residential/commercial buildings, houses along "alley" streets, and surface parking lots. Figure 11, p. 28, shows the existing visual character of the project site. Building heights in the vicinity range from one to 14 stories, with contemporary buildings generally taller than older buildings. Many buildings in the area have solid massing, with uniform or semi-uniform setbacks. Across Fifth Street, several buildings such as a large furniture retailer have minimal setbacks and few windows, creating an institutional appearance. At the corner of Fifth Street and Howard Street, the newly-constructed Intercontinental Hotel rises 32-stories tall with a modern, white surface and turquoise glass exterior. Large public structures, such as the Moscone Center and Yerba Buena Gardens, are found in the vicinity of the project site. Despite the area's mix of land uses and the variation in building ages, the built environment in the project vicinity consists of a relatively harmonious visual setting that is achieved through means such as contrasts between modern materials (e.g., glass, steel) with historic materials (e.g., brick) and the restrained use of architectural detailing on modern structures. The project design would have a combination of 50 percent glass and 50 percent plaster facades, with color choices that would be consistent with neighborhood environs. The project would consist of two nine-story, 85-foot buildings connected by a common entry and bridges at each building level. The massing of the project would fit the existing visual context of varied buildings and materials in the vicinity.

Views of the project site, as seen from distant residences, public lands or roads, would be altered, but due to the site's location in a heavily-developed neighborhood, the building's presence on the skyline would not be expected to be a significant change in the existing visual setting. There are several buildings of a similar height and mass in the vicinity, such as the Yerba Buena Lofts on Folsom Street and the 14-story Alexis Apartments building on Fifth Street, and an additional structure would not be prominent on the skyline from public viewpoints. The 32-story Intercontinental Hotel, one-half block north of the project site, is 250 feet taller than the project. Though evaluations of visual quality are to some extent subjective, it is reasonable to conclude that the project would not have a substantial, demonstrable negative aesthetic effect on visual resources on-site, or within the immediate visual setting. Therefore, this topic will not be discussed in the EIR.

Light and Glare. Additional ambient light sources would be introduced by the project but would not significantly affect surrounding properties. New lighting would include light within the dwelling units and commercial/retail spaces, and light fixtures at the building entrances and pedestrian walkways typical of residential and commercial development. The project would comply with City Planning Commission Resolution 9212, which prohibits the use of mirrored or reflective glass. The project would not use mirrored glass, and no other aspect of the buildings would result in light or glare that would significantly impact other properties. As a result, the project would not generate obtrusive light or glare that could substantially impact other properties, and this topic will not be addressed in the EIR.

Cumulative Aesthetic Impacts. The project proposed at 900 Folsom Street, currently under review, is a nine-story building immediately south of the 260 Fifth Street site that would be similar to the proposed project in building design. If both projects were approved and built, they would collectively increase the intensity of the built environment by replacing surface parking and a two-story warehouse with much larger buildings. The change in aesthetic character, however, would be consistent with the varied, urban character of the area.

Together with individual development projects that could occur under the proposed Eastern Neighborhoods rezoning, which would facilitate taller buildings in some areas through increased height limits, the view angle to the sky could decrease in the Fifth Street and Folsom Street corridors and the surrounding area. Most views from streets and publicly accessible parks within the project vicinity are not panoramic; rather, they are urban views down developed corridors already flanked by buildings. Thus, cumulative development would not substantially degrade views, damage scenic resources, or degrade the visual character of the area. While development accommodated by the Eastern Neighborhoods rezoning project could generate additional night lighting in the future, it would not result in obtrusive light or glare in amounts unusual for a developed urban area and would not adversely affect views or substantially affect other properties. For these reasons, the proposed project would not result in significant cumulative impacts on aesthetics, and this topic will not be discussed in the EIR.

Topics:		*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
3.	**POPULATION AND HOUSING—Would the project:**					
a)	Induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure)?	☐	☐	☒	☐	☐
b)	Displace substantial numbers of existing housing units or create demand for additional housing, necessitating the construction of replacement housing?	☐	☐	☒	☐	☐
c)	Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere?	☐	☐	☒	☐	☐

Population Growth. The proposed development of up to 175 dwelling units and 5,719 gsf of retail space would result in an on-site population increase of approximately 417 residents and employees. [11,12] The project would increase the overall residential population of the City and County of San Francisco by less than 0.1 percent.[13] The 2000 U.S. Census indicates that the population of the project's census tract, Census Tract 178 (bounded by Harrison, Ritch, Howard and Eleventh Streets), is approximately 5,829 persons. Because of new residential development in this area, the local population has likely increased since 2000. Based on the year 2000 population totals, the proposed project would increase the population in Census Tract 178 by approximately six percent.

The project would employ approximately 17 people. Currently, 70 employees work at the site. The employment generated by the proposed project would not generate a substantial demand for housing in the context of citywide employment growth, and this demand would be satisfied by the proposed housing.

Residential uses proposed with the project would help address the City's broader need for additional housing in a citywide context in which job growth and in-migration outpace the provision of new housing. In March 2001, the Association of Bay Area Governments (ABAG) projected regional needs in its Regional Housing Needs Determination (RHND) 1999–2006 allocation. The projected need of the City of San Francisco for 2006 (the most recent date for which data are available) is 20,372 new dwelling units, or an average annual need of 2,716 net new dwelling units. There is a particular need for units affordable to very low-, low-, and moderate-income households, which is addressed by the City's Inclusionary Affordable Housing Program in *Planning Code* Sections 315 through 315.9.

The project would add up to 175 new residential units to the City's housing stock. Of the units provided by the project, approximately 15 percent (27 units) would be Below-Market-Rate (BMR) units, as required by the City's Inclusionary Affordable Housing Program requirements. These BMR units would be affordable to households earning up to 100 percent of the Area Median Income (AMI) and would contribute to the City's supply of moderate income housing.

While the project would increase population and employment at the site compared to existing conditions, the project-specific impacts would not be significant relative to the number of

---

[11] Association of Bay Area Governments, *San Francisco City/County Projections 2005*. 2.29 persons per dwelling unit. 2.29 persons per unit x 175 units = 400 persons.

[12] Employees associated with the proposed project would equal approximately 17 employees (12 for retail uses and five for building management).

[13] The calculation is based on the estimated Census 2000 population of 776,733 persons in the City and County of San Francisco.

residents and employees within the project vicinity. Overall, the increase in housing and employment would not be significant with regard to expected increases in the population and employment of San Francisco. Therefore, the project would not result in a significant increase in population, directly or indirectly. This topic will not be addressed in the EIR.

Population Displacement. As noted above, the project site currently houses no residents. Hence there would be no residents displaced as a result of the project. The project would displace approximately 70 employees associated with the current use of the building for an office and two art galleries. With the proposed retail uses, combined with building management, there would be 17 new employees, a net decrease in employment of 53 jobs. This decrease in employment on-site would reduce the housing demand generated by employees at the site. This decrease in employment on site is not considered significant in the context of the citywide employment conditions. Thus, the project would not have a project-specific significant impact in displacing residents or employees, and this topic will not be addressed in the EIR.

Cumulative Population and Housing Impacts. On February 7, 2006, the Board of Supervisors adopted a motion finding that a mitigated negative declaration for a residential project at 2660 Harrison Street was inadequate because the document failed to adequately analyze cumulative effects, including the project's effects "on the City's ability to meet its housing needs as expressed in the City's *General Plan*, and...on...housing as delineated in the Department's environmental evaluation checklist." In compliance with the Residential Inclusionary Affordable Housing Program, at least 15 percent of the proposed project's housing units would be affordable. The proposed project would, therefore, incrementally facilitate "the City's ability to meet its housing needs as expressed in the City's *General Plan*," given that a key focus of the Housing Element is to provide new affordable housing and maintain the affordability of that housing.

It has been argued that recent and ongoing development in formerly light industrial neighborhoods such as SoMa and the Mission District has had an adverse cumulative effect on the availability and cost of sites potentially suitable to accommodate affordable housing and supportive services for lower-income and homeless persons. This argument posits that, as developers acquire sites at relatively lower land costs in these neighborhoods, non-profit developers and service providers are increasingly less able to afford locations for the construction of affordable housing projects and related services. Because the proposed project would provide at least 15 percent affordable housing, it would not contribute to the potential cumulative effect hypothesized above. For this reason, the impact on affordable housing would be less than significant.

Based on the above, the proposed project would not result in a significant impact on the City's ability to meet its housing needs. This topic, therefore, will not be discussed in the EIR.

Cumulative development in the project vicinity, including the proposed 900 Folsom Street Project and development that could occur under the proposed Eastern Neighborhoods rezoning, would induce substantial growth and concentration of population in San Francisco, but is not anticipated to result in significant adverse effects. Implementation of the proposed rezoning and area plans would increase the housing supply potential in the Eastern Neighborhoods and citywide. Although gentrification and displacement of lower income households could result over time, there would be more supply relative to demand, more housing choices, and more (relatively) affordable housing units developed because the Inclusionary Affordable Housing Program would require below-market-rate units be developed in conjunction with market-rate projects of five or more units. Cumulative population and housing impacts, therefore, would be less than significant, and this topic will not be discussed in the EIR.

Cumulative development would reduce the land supply otherwise available under existing conditions for PDR uses, contributing to eventual displacement of some existing PDR business activity and employment. These impacts are discussed under Item 1, Land Use and Planning, starting on p. 23.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
4. CULTURAL RESOURCES— Would the project:					
a) Cause a substantial adverse change in the significance of a historical resource as defined in §15064.5, including those resources listed in Article 10 or Article 11 of the San Francisco *Planning Code*?	☒	☐	☐	☐	☐
b) Cause a substantial adverse change in the significance of a unique archaeological resource pursuant to §15064.5?	☒	☐	☐	☐	☐
c) Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature?	☒	☐	☐	☐	☐
d) Disturb any human remains, including those interred outside of formal cemeteries?	☒	☐	☐	☐	☐

Architectural Resources. The project site currently houses a two-story warehouse which was built in 1923. The existing building would be demolished as part of the project. A Historic Evaluation was prepared by an independent historic resources consultant to evaluate the potential for the warehouse to contribute to a potential historic district. That study concluded that the proposed project would not have a significant impact on a historical resource.[14] However, the Planning Department subsequently prepared a Historic Resource Evaluation Response which concluded that removal of the warehouse might have a potentially significant adverse impact on a historical resource. This topic will be discussed in the EIR.

Archaeological Resources. An archeological research design and treatment plan (ARD/TP) will be prepared for the project. Any potentially significant impacts to archaeological resources can be mitigated through specific mitigation measures designed to those archaeological resources. This topic will be discussed further in the EIR.

Paleontological and Geological Resources. Paleontological resources are the fossilized remains and/or traces of prehistoric plant and animal life exclusive of human remains or artifacts. Fossil remains, such as bones, teeth, shells, and wood, are found in geologic deposits (rock formations). Although no known paleontological resources have been recorded at the project site, paleontological resources may be found at depths greater than previously disturbed during past development. An ARD/TP will be prepared for the project. Any potentially significant impacts to paleontological resources can be mitigated through specific mitigation measures designed to those archaeological resources. This topic will be discussed further in the EIR.

Human Remains. Although no known human remains are anticipated to be found at the project site, it is possible that such resources may be found at depths greater than previously disturbed during past development. An ARD/TP will be prepared for the project. Any potentially significant impacts to human remains can be mitigated through specific mitigation measures designed to those archaeological resources. This topic will be discussed further in the EIR.

Cumulative Cultural Resources Impacts. Cumulative impacts to cultural resources could be potentially significant. This topic will be discussed in the EIR.

---

[14] San Francisco Planning Department, Historic Resource Evaluation Response, 260 Fifth Street, December 21, 2007. This document is available for public review by appointment at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2007.0690E.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
5. TRANSPORTATION AND CIRCULATION— Would The Project:					
a) Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system (i.e., result in a substantial increase in either the number of vehicle trips, the volume-to-capacity ratio on roads, or congestion at intersections)?	☒	☐	☐	☐	☐
b) Exceed, either individually or cumulatively, a level of service standard established by the county congestion management agency for designated roads or highways (unless it is practical to achieve the standard through increased use of alternative transportation modes)?	☒	☐	☐	☐	☐
c) Result in a change in air traffic patterns, including either an increase in traffic levels, obstructions to flight, or a change in location, that results in substantial safety risks?	☐	☐	☐	☐	☒
d) Substantially increase hazards due to a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses?	☒	☐	☐	☐	☐
e) Result in inadequate emergency access?	☒	☐	☐	☐	☐
f) Result in inadequate parking capacity that could not be accommodated by alternative solutions?	☒	☐	☐	☐	☐
g) Conflict with adopted policies, plans, or programs supporting alternative transportation (e.g., conflict with policies promoting bus turnouts, bicycle racks, etc.), or cause a substantial increase in transit demand which cannot be accommodated by existing or proposed transit capacity or alternative travel modes?	☒	☐	☐	☐	☐

The proposed project is not within an airport land use plan area or within two miles of an airport. Therefore, this topic will not be addressed below.

The project would replace an office/art gallery use and a parking lot with a 175-unit residential complex with retail uses and a 177-space parking garage. The increase in the on-site population due to increased housing and employment would therefore result in an increase in vehicle trips in the project area and could result in traffic impacts at nearby intersections. A transportation study to be completed for the project will determine the project's potential transportation impacts, including cumulative impacts, and will be summarized in the EIR. Existing conditions and potential impacts from the project will be discussed in the EIR.

Topics:		*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
6.	**NOISE—Would the project:**					
a)	Result in exposure of persons to or generation of noise levels in excess of standards established in the local *General Plan* or noise ordinance, or applicable standards of other agencies?	☐	☐	☒	☐	☐
b)	Result in exposure of persons to or generation of excessive groundborne vibration or groundborne noise levels?	☐	☐	☒	☐	☐
c)	Result in a substantial permanent increase in ambient noise levels in the project vicinity above levels existing without the project?	☐	☐	☒	☐	☐
d)	Result in a substantial temporary or periodic increase in ambient noise levels in the project vicinity above levels existing without the project?	☐	☐	☒	☐	☐
e)	For a project located within an airport land use plan area, or, where such a plan has not been adopted, in an area within two miles of a public airport or public use airport, would the project expose people residing or working in the area to excessive noise levels?	☐	☐	☐	☐	☒
f)	For a project located in the vicinity of a private airstrip, would the project expose people residing or working in the project area to excessive noise levels?	☐	☐	☐	☐	☒
g)	Be substantially affected by existing noise levels?	☐	☐	☒	☐	☐

The proposed project is not within an airport land use plan area or within two miles of an airport and would not be affected by noise created by air traffic. Therefore, this topic will not be addressed below.

Construction Noise. Demolition, excavation, and project construction would temporarily increase noise in the project vicinity. Construction would take about 21 to 27 months. During the majority of construction activity, noise levels would be above existing levels in the project area. Construction noise would fluctuate depending on the construction phase, equipment type and duration of use, distance between noise source and listener, and presence or absence of barriers. There are residences in the vicinity of the project site which would be considered sensitive to construction noise. The proposed project would use auger cast piles and, as such, would require no pile-driving. Construction noise would be intermittent and limited to the period of construction.

Construction noise is regulated by the San Francisco Noise Ordinance (Article 29 of the Police Code). The ordinance requires that noise levels from individual pieces of construction equipment, other than impact tools, not exceed 80 decibels (dBA) at a distance of 100 feet from the source.[15] Impact tools, such as jackhammers and impact wrenches, must have both intake and exhaust muffled to the satisfaction of the Director of the Department of Public Works (DPW). Section 2908 of the Ordinance prohibits construction work between 8:00 p.m. and 7:00 a.m., if noise would exceed the ambient noise level by 5 dBA at the project property line, unless a special permit is authorized by the Director of the DPW. Compliance with the Noise Ordinance would reduce potential construction noise impacts to a less-than-significant level. This topic will not be addressed in the EIR.

Traffic Noise. The existing noise environment in the project area is typical of noise levels in San Francisco. The primary source of noise in the vicinity of the project site is traffic on Fifth Street, Folsom Street, and Howard Street. Noise in the project vicinity also includes noise associated with current construction of a nearby building to the west of the project site. Traffic noise created by the project would be attributable to additional automobiles and limited truck deliveries, and the general coming and going of residents, employees, and other visitors. Preliminary review indicates that the proposed project would result in approximately 483 daily vehicle trips and 69 PM peak-hour trips.[16] An increase of 483 daily trips would contribute to traffic noise levels by only a small amount compared to existing noise levels on the surrounding streets. The proposed project traffic would result in an approximate increase of 0.1 dBA[17] during the PM peak hour along Fifth Street on the project block (between Folsom Street and Howard Street), and less than 0.1 dBA increase during the PM peak hour along other roadway segments in the project vicinity.[18] Given the environmental conditions within the City where traffic noise levels along City streets are between about 60 dBA and 70 dBA, a noise level increase of 0.1 dBA would not be perceptible. Therefore, the project-generated traffic would not cause a significant increase in the ambient noise levels in the project vicinity. This topic will not be discussed in the EIR.

---

[15] A decibel (dB) is the unit of measurement used to express the intensity of loudness of sound. A decibel is one-tenth of a unit called a bel. Sound is composed of various frequencies. The human ear does not hear all sound frequencies. Normal hearing is within the range of 20 to 20,000 vibrations per second. As a result, an adjustment of weighting of sound frequencies is made to approximate the way that the average person hears sounds. This weighting system assigns a weight that is related to how sensitive the human ear is to each sound frequency. Frequencies that are less sensitive to the human ear are weighted less than those for which the ear is more sensitive. The adjusted sounds are called A-weighted levels (dBA).

[16] CHS Consulting, 900 Folsom Street and 260 Fifth Street Projects Transportation Study, Memorandum to PBS&J, November 2007. This document is available for public review by appointment at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2007.0690E.

[17] PBS&J, Memorandum Re: 260 Fifth Street Air Quality and Noise Calculations, April 15, 2008. This document is available for public review by appointment at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2007.0690E.

[18] PBS&J, Memorandum Re: 260 Fifth Street Air Quality and Noise Calculations, April 15, 2008. This document is available for public review by appointment at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2007.0690E.

Building Mechanical Equipment Noise. The project buildings' occupancy and operation would generate noise from ventilators and other mechanical equipment. The project would comply with the San Francisco Noise Ordinance, San Francisco Police Code Section 2909, Fixed Source Levels, which regulates mechanical equipment noise. Project compliance with this Noise Ordinance section would ensure that the buildings' mechanical equipment noise would not substantially increase the ambient noise level of the surrounding area. Therefore, this topic will not be addressed in the EIR.

Residential Interior and Exterior Noise Levels. Title 24 of the California Code of Regulations establishes uniform noise insulation standards for residential projects. The Department of Building Inspection (DBI) would review the final building plans to ensure that the building wall, window, and floor/ceiling assemblies meet state standards regarding sound transmission. Hence, the project would not be substantially impacted by existing noise levels. This topic will not be addressed in the EIR. The courtyards on the interior sides of the towers would face toward the interior of the block, and thus would not be significantly affected by noise from Fifth Street and Folsom Street on the other sides of the towers.

Cumulative Noise Impacts. Construction activities typically occur on a given project site on a temporary and intermittent basis, similar to the project. Project construction activities would be temporary and intermittent in nature; project construction-related noise would not substantially increase ambient noise levels at locations greater than a few hundred feet from the project site; and as stated above, required construction noise reduction measures would be implemented as required by the City's Noise Ordinance. The 900 Folsom Street Project, currently under review, could generate construction noise at the same time as the proposed project. However, this adjacent project, if approved, would be governed by the same code requirements and factors discussed above. If the Eastern Neighborhoods Rezoning were adopted, construction subsequently carried out would also be governed by the same code requirements and factors discussed above. The contribution of project construction noise in the project site vicinity would not be considered cumulatively significant.

Localized traffic noise would increase as a result of cumulative growth in the project vicinity. The 900 Folsom Street Project, currently under review and other projects in the Eastern Neighborhoods area, would increase traffic noise above existing levels. However, the 0.1 dBA increase generated by the project would not be a cumulatively considerable traffic noise increase. Furthermore, compliance with Title 24 noise insulation standards would ensure that the proposed residential uses would not be significantly impacted by future noise levels. Therefore, the proposed project would not have significant cumulative noise impacts, and this topic will not be addressed in the EIR.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
7. **AIR QUALITY** Where available, the significance criteria established by the applicable air quality management or air pollution control district may be relied upon to make the following determinations. **Would the project:**					
a) Conflict with or obstruct implementation of the applicable air quality plan?	☐	☐	☒	☐	☐
b) Violate any air quality standard or contribute substantially to an existing or projected air quality violation?	☐	☒	☐	☐	☐
c) Result in a cumulatively considerable net increase of any criteria pollutant for which the project region is non-attainment under an applicable federal, state, or regional ambient air quality standard (including releasing emissions which exceed quantitative thresholds for ozone precursors)?	☐	☒	☐	☐	☐
d) Expose sensitive receptors to substantial pollutant concentrations?	☐	☐	☒	☐	☐
e) Create objectionable odors affecting a substantial number of people?	☐	☐	☒	☐	☐

Emissions from Traffic. The Bay Area Air Quality Management District (BAAQMD) has established thresholds for projects requiring its review for potential air quality impacts. These thresholds are based on the minimum size project which the BAAQMD considers capable of generating emissions with the potential to exceed the thresholds of 80 pounds per day for reactive organic gases (ROG), nitrogen oxides (NO_x), and particulate matter with a diameter of less than 10 microns (PM_{10}). The BAAQMD considers residential projects greater than 510 apartment units, office projects greater than 280,000 gsf, retail development greater than 87,000 square feet, and projects that would generate more than 2,000 vehicle trips per day as candidates for potentially significant vehicular emissions. Since the project includes up to 175 units and about 5,719 square feet of retail development and would result in approximately 483 daily vehicle trips,[19] it would not exceed the BAAQMD threshold and no significant air quality impacts due to vehicular emissions are anticipated from the project. This topic will not be addressed in the EIR.

Construction Emissions. During project construction, air quality could potentially be affected. Heavy-duty construction equipment would emit NO_x, carbon monoxide (CO), sulfur dioxide

---

[19] CHS Consulting, 900 Folsom Street and 260 Fifth Street Projects Transportation Study, Memorandum to PBS&J, November 2007. This document is available for public review by appointment at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2007.0690E.

(SO_2), hydrocarbons (HC), and PM_{10} as a result of diesel fuel combustion. PM_{10} also would be generated from construction activities such as excavation or soil movement.

Construction emissions during demolition, foundation excavation, and site grading could cause adverse effects on local air quality by adding wind-blown dust to the particulate matter in the atmosphere while soil is exposed. The BAAQMD, in evaluating air quality effects under CEQA, has developed an analytic approach that obviates the need to quantify these emissions. Instead, the BAAQMD has identified a set of feasible PM_{10} control measures for construction activities on sites less than four acres. The project site is approximately 0.5 acres. Implementation of the dust control measures delineated in Mitigation Measure 1, Construction Air Quality, described on p. 70, would reduce the air emission effects of construction activities to a less-than-significant level. The Project Sponsor would implement this mitigation measure; hence, the project would not cause significant construction-related air quality effects. This topic will not be addressed in the EIR.

Operational Emissions. Project occupancy would result in a small amount of emissions from the use of electricity and natural gas for building heating, cooling, ventilation, and lighting. However, these stationary source emissions would not be significant. Also, traffic related to the project would add more cars to area roadways, which could cause existing non-project traffic to travel at slower, less pollution-efficient travel speeds. The BAAQMD recommends analysis for study intersections that would operate at Level of Service (LOS) D, LOS E, or LOS F (these intersections have high congestion and, therefore, high localized concentrations of carbon monoxide [CO]). Based on preliminary review, under future cumulative conditions, the proposed project would add traffic to one intersection in the project area at Fifth Street and Howard Street, that currently operates at LOS D during the PM peak hour.[20] The proposed project would be expected to add 19 peak-hour vehicles at this intersection. An increase of approximately 19 or fewer vehicles to an intersection would not be considered substantial in comparison to the existing traffic volumes. However, to verify the proposed project would not result in a CO hotspot, a simplified CALINE4 screening model was used to determine CO impacts.[21] Calculations using the simplified CALINE4 model indicated that the proposed project would not result in CO levels above the 1-hour national standard of 35 parts per million (ppm), the 1-hour state standard of 20 ppm, or the 8-hour national and state standards of 9 ppm, at the intersection; thus, the project would not be expected to result in CO hot spots and would not contribute to a significant cumulative impact on air quality. This topic will not be addressed in the EIR.

---

[20] CHS Consulting, 900 Folsom Street and 260 Fifth Street Projects Transportation Study, Memorandum to PBS&J, November 2007. This document is available for public review by appointment at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2007.0690E.

[21] PBS&J, Memorandum Re: 260 Fifth Street Air Quality and Noise Calculations, April 15, 2008. This document is available for public review by appointment at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2007.0690E.

Toxic Air Contaminants. The Air Resources Board (ARB) established its statewide comprehensive air toxics program in the early 1980's. The ARB created California's program in response to the Toxic Air Contaminant Identification and Control Act (AB 1807, Tanner 1983) to reduce exposure to air toxics. The ARB identifies 244 substances as Toxic Air Contaminants (TACs) that are known or suspected to be emitted in California and have potential adverse health effects. Recent air pollution studies have shown an association between proximity to high traffic roadways and respiratory and other non-cancer health effects. Other studies have shown that diesel exhaust and other cancer-causing chemicals emitted from cars and trucks are responsible for much of the overall cancer risk from airborne toxics in California. In response to this recent research, the ARB published its *Air Quality and Land Use Handbook* in 2005, with the recommendation that local agencies "avoid siting new sensitive land uses within 500 feet of a freeway [or other] urban roads with volumes of more than 100,000 vehicles/day." This recommendation is based on studies that show health risk from traffic generated pollutants evident within 500 feet of major roadways (particularly for downwind receptors). The studies show that exposure to traffic-generated pollutants, especially diesel particulate, is "greatly reduced at approximately 300 feet." The project site is not within 500 feet of any such roadways. The nearest roadway achieving the 100,000 vehicles/day level is the Interstate-80 freeway, which is more than 1,000 feet from the project site. In addition, the major roadways within 500 feet of the project site, including Howard Street, Fifth Street, and Folsom Street, carry approximately 50,000 vehicles/day.[22] Thus, the proposed project is not expected to result in a significant impact from exposure of sensitive receptors to TACs and this topic will not be addressed in the EIR.

Odors. The project would include residential and retail uses, neither of which is expected to generate substantial objectionable odors. The project would not expose sensitive receptors to objectionable odors. As such, no significant odor impacts would result and this topic will not be addressed in the EIR.

CUMULATIVE AIR QUALITY

Under cumulative conditions (including the proposed 900 Folsom Street Project), the cumulative traffic volumes would result in one intersection operating at LOS D or worse. The intersection at Fifth Street and Howard Street, which was analyzed under project conditions, would also operate at LOS D under cumulative conditions. The proposed project plus cumulative traffic would result in an increase in traffic and the intersections would be operating at reduced levels of service; however, calculations using the simplified CALINE4 screening method indicate that the cumulative traffic volumes would not result in an exceedance of national or state CO standards, and therefore would not result in CO hot spots.[23]

---

[22] State of California, Environmental Health Investigations Branch, California Environmental Health Tracking Program Distance-Weighted Traffic Volume Tool. Accessed online at http://www.ehib.org/traffic_tool.jsp on June 4, 2008.

Furthermore, according to the BAAQMD *CEQA Guidelines* (December 1999), any proposed project that would individually have a significant air quality impacts would also be considered to have a significant cumulative air quality impact. The proposed project would not exceed the 80 lbs per day threshold for NO_x, ROG, or PM_{10}, and would be below the BAAQMD screening thresholds for residential and retail uses. Therefore, the project would not result in significant cumulative air quality impacts, and this topic will not be addressed in the EIR.

The proposed project would have no project-specific impact related to toxic air contaminants or odors; as such, the project would not contribute to any potential cumulative impacts in these resource areas.

As noted above, during construction activities, the proposed project would be required to implement standard construction measures to reduce pollutant emissions. Per the BAAQMD, with implementation of the standard construction measures air pollutant emissions from construction activities would be a less-than-significant impact. Future developments within the project vicinity would also be subject to similar rules and regulations. Therefore, the cumulative construction air quality impact would be less than significant and this topic will not be addressed in the EIR.

Greenhouse Gases. Gases that trap heat in the atmosphere are referred to as greenhouse gases (GHGs) because they capture heat radiated from the sun as it is reflected back into the atmosphere, much like a greenhouse does. The accumulation of GHG's has been implicated as a driving force for global climate change. Climate change is commonly used interchangeably with "global warming" and the "greenhouse effect." Definitions of climate change vary between and across regulatory authorities and the scientific community, but in general can be described as the changing of the earth's climate caused by natural fluctuations and anthropogenic activities which alter the composition of the global atmosphere.

Individual projects contribute to the cumulative effects of climate change by emitting GHGs during demolition, construction, and operational phases. The principal GHGs are carbon dioxide, methane, nitrous oxide, ozone, and water vapor. (Ozone—not directly emitted, but formed from other gases—in the troposphere, the lowest level of the earth's atmosphere, also contributes to retention of heat.) While the presence of the primary GHGs in the atmosphere are naturally occurring, carbon dioxide (CO_2), methane, and nitrous oxide (N_2O) are largely emitted from human activities, accelerating the rate at which these compounds occur within earth's atmosphere. Carbon dioxide is the "reference gas" for climate change, meaning that emissions of GHGs are typically reported in "carbon dioxide-equivalent" measures. Emissions of carbon dioxide are largely by-products of fossil fuel combustion, whereas methane results from off-gassing associated with agricultural practices and landfills. Other GHGs, with much greater heat-absorption potential than carbon dioxide, include hydrofluorocarbons, perfluorocarbons, and sulfur hexafluoride, and are generated in certain industrial processes. There is international scientific consensus that human-caused increases in GHGs have and will continue to contribute to global warming, although there is uncertainty concerning the magnitude and rate of the warming. Potential global warming impacts in California may include, but is not limited to, loss in snow pack, sea level rise, more extreme heat days per year, more high ozone days, more large forest fires, and more drought years.[24] Secondary effects are likely to include global rise in sea level, impacts to agriculture, changes in disease vectors, and changes in habitat and biodiversity.

---

[23] PBS&J, Memorandum Re: 260 Fifth Street Air Quality and Noise Calculations, January 17, 2008. This document is on file and available for public review by appointment at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2007.0690E.

The California Energy Commission (CEC) estimated that in 2004 California produced 500 million gross metric tons (about 550 million U.S. tons) of carbon dioxide-equivalent GHG emissions.[25] The CEC found that transportation is the source of 38 percent of the state's GHG emissions, followed by electricity generation (both in-state and out-of-state) at 23 percent and industrial sources at 13 percent.[26] In the Bay Area, fossil fuel consumption in the transportation sector (on-road motor vehicles, off-highway mobile sources, and aircraft) is the single largest source of the Bay Area's GHG emissions, accounting for just over half of the Bay Area's 85 million tons of GHG emissions in 2002. Industrial and commercial sources were the second largest contributors of GHG emissions with about one-fourth of total emissions. Domestic sources (e.g., home water heaters, furnaces, etc.) account for about 11 percent of the Bay Area's

---

[24] California Air Resources Board, Climate Change website, http://www.arb.ca.gov/cc/120106 workshop/intropres12106.pdf, accessed March 24, 2007.

[25] Because of the differential heat absorption potential of various GHGs, GHG emissions are frequently measured in "carbon dioxide-equivalents," which present a weighted average based on each gas's heat absorption(or "global warming") potential.

[26] California Energy Commission, *Inventory of California Greenhouse Gas Emissions and Sinks: 1990 to 2004 - Final Staff Report*, publication # CEC-600-2006-013-SF, December 22, 2006, and January 23, 2007 update to that report. Available at http://www.arb.ca.gov/cc/ccei/emsinv/emsinv.htm, accessed January 14, 2008.

GHG emissions, followed by power plants at 7 percent. Oil refining currently accounts for approximately 6 percent of the total Bay Area GHG emissions.[27]

Statewide Actions. In 2005, in recognition of California's vulnerability to the effects of climate change, Governor Schwarzenegger established Executive Order S-3-05, which sets forth a series of target dates by which statewide emission of greenhouse gases (GHG) would be progressively reduced, as follows: by 2010, reduce GHG emissions to 2000 levels; by 2020, reduce GHG emissions to 1990 levels; and by 2050, reduce GHG emissions to 80 percent below 1990 levels.[28]

In 2006, California passed the California Global Warming Solutions Act of 2006 (Assembly Bill No. 32; California Health and Safety Code Division 25.5, Sections 38500, et seq., or AB 32), which requires the California Air Resources Board (CARB) to design and implement emission limits, regulations, and other measures, such that feasible and cost-effective statewide GHG emissions are reduced to 1990 levels by 2020 (representing a 25 percent reduction in emissions).

AB 32 establishes a timetable for the CARB to adopt emission limits, rules, and regulations designed to achieve the intent of the Act. CARB staff is recommending a total of 44 discrete early action measures.[29] Measures that could become effective during implementation of the proposed project could pertain to construction-related equipment operations. Some proposed early action measures will require new legislation to implement, some will require subsidies, some have already been developed, and some will require additional effort to evaluate and quantify. Applicable early action measures that are ultimately adopted will become effective during implementation of proposed project and could be subject to these requirements, depending on the proposed project's timeline.

Local Actions. San Francisco has a history of environmental protection policies and programs aimed at improving the quality of life for San Francisco's residents and reducing impacts on the environment. The following plans, policies and legislation demonstrate San Francisco's continued commitment to environmental protection.

---

[27] BAAQMD, Source Inventory of Bay Area Greenhouse Gas Emissions: Base Year 2002, November 2006. Available on the internet at: http://www.baaqmd.gov/pln/ghg emission inventory.pdf, accessed January 14, 2008.

[28] There are 12 exceptions to this requirement (e.g., emergency situations, military, adverse weather conditions, etc.), including: when a vehicle's power takeoff is being used to run pumps, blowers, or other equipment; when a vehicle is stuck in traffic, stopped at a light, or under direction of a police officer; when a vehicle is queuing beyond 100 feet from any restricted area; or when an engine is being tested, serviced, or repaired.

[29] California Air Resources Board, *Draft Expanded List of Early Action Measures to Reduce Greenhouse Gas Emissions in California Recommended for Board Consideration*, September 2007.

San Francisco Sustainability Plan. In July 1997 the Board of Supervisors approved the Sustainability Plan for the City of San Francisco establishing sustainable development as a fundamental goal of municipal public policy.

The Electricity Resource Plan (Revised December 2002). San Francisco adopted the Electricity Resource Plan to help address growing environmental health concerns in San Francisco's southeast community, home of two power plants. The plan presents a framework for assuring a reliable, affordable, and renewable source of energy for the future of San Francisco.

The Climate Action Plan for San Francisco. In February 2002, the San Francisco Board of Supervisors passed the Greenhouse Gas Emissions Reduction Resolution (Number 158-02) committing the City and County of San Francisco to a GHG emissions reduction goal of 20 percent below 1990 levels by the year 2012. In September 2004, the San Francisco Department of the Environment and the Public Utilities Commission published the Climate Action Plan for San Francisco: Local Actions to Reduce Greenhouse Emissions.[30] The Climate Action Plan provides the context of climate change in San Francisco and examines strategies to meet the 20 percent greenhouse gas reduction target. Although the Board of Supervisors has not formally committed the City to perform the actions addressed in the Plan, and many of the actions require further development and commitment of resources, the Plan serves as a blueprint for GHG emission reductions, and several actions are now in progress.

LEED© Silver for Municipal Buildings. The 260 Fifth Street Project would seek certification as a Leadership in Energy and Environmental Design (LEED) Gold project or equivalent as recognized by the San Francisco Planning Department, consistent with Chapter 7 of the Environment code.

Zero Waste. In 2004, the City of San Francisco committed to a goal of diverting 75 percent of its' waste from landfills by 2010, with the ultimate goal of zero waste by 2020. San Francisco currently recovers 69 percent of discarded material.

Construction and Demolition Debris Recovery Ordinance. In 2006 the City of San Francisco adopted Ordinance No. 27-06, requiring all construction and demolition debris to be transported to a registered facility that can divert a minimum of 65% of the material from landfills. This ordinance applies to all construction, demolition and remodeling projects within the City.

---

[30] San Francisco Department of the Environment and San Francisco Public Utilities Commission, *Climate Action Plan for San Francisco*, Local Actions to Reduce Greenhouse Emissions, September 2004.

The City has also passed ordinances to reduce waste from retail and commercial operations. Ordinance 295-06, the Food Waste Reduction Ordinance, prohibits the use of polystyrene foam disposable food service ware and requires biodegradable/compostable or recyclable food service ware by restaurants, retail food vendors, City Departments and City contractors. Ordinance 81-07, the Plastic Bag Reduction Ordinance, requires stores located within the City and County of San Francisco to use compostable plastic, recyclable paper and/or reusable checkout bags.

The San Francisco Planning Department and Department of Building Inspection have also developed a streamlining process for Solar Photovoltaic (PV) Permits and priority permitting mechanisms for projects pursuing LEED© Gold Certification.

Each of the policies and ordinances discussed above include measures that would decrease the amount of greenhouse gases emitted into the atmosphere and decrease San Francisco's overall contribution to climate change.

The proposed project would contribute to long-term increases in GHGs as a result of traffic increases (mobile sources) and residential and commercial operations associated with heating, energy use, and solid waste disposal (area sources). Direct project emission of carbon dioxide equivalents (CO_2-eq) (including CO_2, NO_X, and CH_4 emissions) include 3,162.54 tons of CO_2-eq/ year from transportation and 410 tons of CO_2-eq /year from heating, for a total of 3,572.54 tons of CO_2-eq/year of directly emitted GHGs.[31] The project would also indirectly result in GHG emissions from off-site electricity generation at power plants (approximately 276 tons of CO_2-eq/year) and from anaerobic decomposition of solid waste disposed of at landfills, mostly in the form of methane (approximately 107 tons of CO_2-eq/ year), for a GHG emissions total of approximately 3,955.54 tons of CO_2-eq/year. This represents approximately 0.000032 percent of total Bay Area GHGs emitted in 2002.[32]

The project's incremental increases in GHG emissions associated with traffic increases and residential/commercial heating, electricity use, and solid waste disposal would contribute to regional and global increases in GHG emissions and associated climate change effects. Although neither the BAAQMD nor any other agency has adopted significance criteria or methodologies for estimating a project's contribution of GHGs or evaluating its significance. However, the proposed project would not generate sufficient emissions of GHGs to contribute considerably to the cumulative effects of GHG emissions such that it would impair the state's ability to implement AB32, nor would the proposed project conflict with San Francisco's local actions to reduce GHG emissions.

---

[31] Estimate based on URBEMIS 2007 model, and does not subtract emissions from exiting uses on the project site or the proposed LEED certification. PBS&J, Memorandum Re: 260 Fifth Street Air Quality and Noise Calculations, January 17, 2008. This document is on file and available for public review by appointment at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2007.0690E.

[32] The Bay Area Air Quality Management District reported regional Bay Area GHGs emissions in 2002 at approximately 85 million CO_2-eq tons.

In recognition of the importance of climate change and its impacts on the environment, the State of California Attorney General's office has compiled a list of greenhouse gas reduction measures that could be applied to a diverse range of projects.[33] The proposed project would meet the intent of many of the greenhouse gas reduction measures identified by the Attorney General's office: (1) As infill development, the project would be constructed in an urban area with good transit access, reducing vehicle trips and vehicle miles traveled, and therefore the project's transportation-related GHG emissions would tend to be less relative to the same amount of population and employment growth elsewhere in the Bay Area, where transit service is generally less available than in the central city of San Francisco;[34] (2) As new construction, the proposed project would be required to meet California Energy Efficiency Standards for Residential and Nonresidential Buildings, helping to reduce future energy demand as well as reduce the project's contribution to cumulative regional GHG emissions; (3) the proposed project would also be required to comply with the Construction Demolition and Debris Recovery Ordinance (Ordinance No. 27-06), requiring at least 65 percent of all construction and demolition material to be diverted from landfills; and (4) the proposed project would preserve existing street trees and/or plant additional street trees, regulating outdoor temperatures and aiding in carbon sequestration.[35]

In light of the above and state and local efforts to reduce greenhouse gas emissions, the proposed project would not emit a substantial amount of greenhouse gases nor contribute significantly to global climate change.

---

[33] State of California, Department of Justice, "The California Environmental Quality Act: Addressing Global Warming Impacts at the Local Agency Level." Updated 3/11/08. Available at: http://ag.ca.gov/globalwarming/pdf/GW_mitigation_measures.pdf. Accessed 04/11/2008.

[34] The California Air Pollution Control Officer's, *CEQA and Climate Change* (January 2008) white paper identifies infill development as yielding a "high" emissions reduction score (between 3-30%). This paper is available online at: http://www.capcoa.org/ceqa/CAPCOA%20White%20Paper%20-%20CEQA%20and%20Climate%20Change.pdf. Accessed April 15, 2008.

[35] Carbon sequestration is the capture and long-term storage of carbon dioxide before it is emitted into the atmosphere.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
8. **WIND AND SHADOW—WOULD THE PROJECT:**					
a) Alter wind in a manner that substantially affects public areas?	☐	☐	☒	☐	☐
b) Create new shadow in a manner that substantially affects outdoor recreation facilities or other public areas?	☐	☐	☐	☒	☐

Wind. To provide a comfortable wind environment for people in San Francisco, the City established specific comfort criteria to be used in the evaluation of wind generation associated with large buildings in certain areas of the City. Large structures can affect street-level wind conditions. Such effects can occur when a new massive building extends above neighboring buildings, or contributes to the creation of a large wall facing into prevailing winds. Such potential impacts can be reduced or avoided by building articulation, such that winds are not diverted to the street by a large, flat building facade. Prevailing winds in the City are from the west and northwest.

Proposed projects in the RSD 40-X/85-B Height and Bulk District require a Conditional Use Authorization for heights above 40 feet. Section 263.11(c) requires that new buildings in the 40-X/85-B district avoid wind conditions that would exceed comfort criteria in pedestrian and seating areas, and not create hazardous wind conditions (as defined in the code). As discussed in the Initial Study for the Eastern Neighborhoods Rezoning, buildings less than approximately 80 to 100 feet in height with wall articulation would not result in substantial adverse effects on ground-level winds such that pedestrians would be uncomfortable.[36] The proposed buildings would be 85 feet tall and would not extend substantially above their surroundings, and with walls that would be articulated by setbacks and courtyards. As described previously, the project vicinity includes a number of buildings of comparable height and mass, including buildings ranging from six to 14 stories in height. Thus, the proposed project would be expected to meet Section 263.11(c) requirements for wind effects. The project would not have a significant adverse impact on wind conditions and this topic will not be addressed in the EIR.

Shadow. Section 295 of the *Planning Code* was adopted in response to Proposition K (passed in November 1984) in order to protect certain public open spaces from additional shadowing by new structures in all zoning districts. Section 295 restricts new shadow upon public parks and open spaces under the jurisdiction of the Recreation and Park Commission by any structure exceeding 40 feet in height, unless the Planning Commission, in consultation with the General

---

[36] City and County of San Francisco, *Eastern Neighborhoods Rezoning and Community Plans Initial Study*, pp. 31-32, December 2005. Available at http://www.sfgov.org/site/uploadedfiles/planning/EN_DEIR_Part-9_Mits_to_end.pdf, accessed March 18, 2008.

Manager of the Recreation and Park Department and the Recreation and Park Commission, finds the impact to be insignificant. The proposed building would be 85 feet, and thus Section 295 would apply. Nearby public spaces include the South of Market Recreation Center and the Victoria Manalo Draves Park to the west, and Yerba Buena gardens to the north. While the project would be subject to Section 295, the closest property under the jurisdiction of, or designated for acquisition by, the Recreation and Park Commission in the surrounding area is the South of Market Recreation Center, approximately 0.14 miles west of the project site. The Planning Department has reviewed the project for compliance with Section 295 of the *Planning Code* and determined that the project will have no shadow impact on any property protected by Section 295.[37]

In addition to Section 295 protections, the Conditional Use authorization under *Planning Code* Section 263.11(b) would require that the project not produce shadow effects on any publically accessible or publically financed private open spaces not already protected by Section 295. There are no such open spaces in the project vicinity.

Thus, the proposed project would not have a significant shadow impact, and this topic will not be discussed in the EIR.

Cumulative Wind and Shadow. The 900 Folsom Street Project, currently under review, could have cumulative effects on wind and shadow from the project. The 900 Folsom Street Project would be the same height as the proposed project, with the same design considerations discussed above to reduce wind impacts. The two projects would be separated by Clementina Street, which has a 40-foot right-of-way, thus limiting any potentially cumulative wind impacts associated with massing along Fifth Street.

The 900 Folsom Street Project would also feature progressive setbacks above Clementina Street at a 45-degree angle to the street, allowing sun to reach that street at a winter declination of 45 degrees, thus reducing shadow impacts. Neither the proposed project nor the 900 Folsom Street Project would add shade to Recreation and Park Department property. Therefore, the project would not contribute to cumulative shadow effects on parks. If the Eastern Neighborhoods Rezoning were adopted, other developments in the area would be required to be evaluated for shadow effects and would require a shadow study pursuant to Section 295, as well. The Eastern Neighborhoods Rezoning proposal would permit heights of up to 85 feet in the blocks surrounding the project site. New buildings up to 85 feet would not be expected to create cumulative adverse wind effects. Therefore, cumulative wind impacts are found to be less than significant. Thus, the project, when considered with the other cumulative development and surrounding uses, would not have a cumulative impact on wind and shadow. This topic will not be addressed in the EIR.

---

[37] Memorandum from Edgar Oropeza, San Francisco Planning Department, February 12, 2008. This document is available for review by appointment at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2007.0690E.

Topics:		*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
9.	**RECREATION—Would the project:**					
a)	Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facilities would occur or be accelerated?	☐	☐	☒	☐	☐
b)	Include recreational facilities or require the construction or expansion of recreational facilities that might have an adverse physical effect on the environment?	☐	☐	☒	☐	☐
c)	Physically degrade existing recreational resources?	☐	☐	☒	☐	☐

Parks and Recreation. The addition of residents from the project would increase the demand for park and recreation services and facilities. Parks and recreational facilities in the area include the South of Market Recreation Center and the Victoria Manalo Draves Park (one and 1.5 blocks to the south of the project site, respectively) and Yerba Buena Gardens (two blocks to the east). The project would increase demand for and use of recreation facilities and services, but not in excess of the amounts provided for in the project area. The project would provide 13,257 gsf of common open space and 1,679 gsf of private open space for its residents, which would exceed *Planning Code* requirements.[38] The project would also provide a fitness facility on site. The provision of open space and a fitness facility would provide recreation and outdoor opportunities on site, reducing the impact of the project on surrounding recreation areas.

In 1998, the City of San Francisco initiated the Great Parks for a Great City Assessment Project to determine the conditions of the park system, as well as to determine future needs. In August 2004, the San Francisco Recreation and Park Department published a Recreation Assessment Report that evaluates the recreational needs of San Francisco residents.[39] Nine service area maps were developed for the report. The service area maps were intended to help Recreation and Park Department staff and key leadership assess where services are offered, how equitable the service delivery is across the City, and how effective the service is as it applies to participating levels overlaid against the demographics of where the service is provided. A review and interpretation of the data on the service area maps revealed that while much of the South of Market area is limited in terms of recreation offerings, the project vicinity is relatively well-served with the South of Market Recreation Area, Victoria Manalo Draves Park, and Yerba Buena Gardens. Hence, the demand generated for parks and recreational facilities by the project would be dispersed throughout these neighborhood resources and would not be expected to result in substantial deterioration or degradation of these recreational facilities. Construction of new facilities, or expansion of existing facilities, would not be required. Thus, the proposed project would not result in a significant impact on existing recreational facilities. This topic will not be discussed in the EIR.

---

[38] Section 135 of the *Planning Code* requires that a minimum of 48 gsf of common usable open space per unit be provided in the RSD zoning district, or 8,400 gsf for the proposed 175 units.

[39] San Francisco Recreation and Park Department, *Recreation Assessment Report,* August 2004. Accessed online at http://www.parks.sfgov.org/site/recpark_index.asp?id=27310 on January 4, 2007.

Cumulative Recreation Facility Impacts. Recreation facility use would also increase with the adjacent 900 Folsom Street Project. The 900 Folsom Street Project would also offer open space beyond *Planning Code* requirements, which would reduce pressure on existing recreation resources in the area. If the Eastern Neighborhoods Rezoning were approved, additional development would occur in the project vicinity that would increase demand for these resources. The East SoMa Plan discusses several measures to be implemented that would insure a supply of recreation and community facility options, such as acquisition of possible recreation sites and requiring new development to contribute to publicly-accessible open space, should the Eastern Neighborhoods Rezoning be approved. These measures and compliance with *Planning Code* open space requirements would ensure cumulative impacts to recreation resources are less than significant. The project would not have a significant impact on recreation or community facility resources, nor would the project contribute to any significant cumulative impacts on recreational resources.

Topics:	Potentially Significant Impact	Less Than Significant with Mitigation Incorporated	Less Than Significant Impact	No Impact	Not Applicable
10. UTILITIES AND SERVICE SYSTEMS—Would the project:					
a) Exceed wastewater treatment requirements of the applicable Regional Water Quality Control Board?	☐	☐	☐	☒	☐
b) Require or result in the construction of new water or wastewater treatment facilities or expansion of existing facilities, the construction of which could cause significant environmental effects?	☐	☐	☐	☒	☐
c) Require or result in the construction of new storm water drainage facilities or expansion of existing facilities, the construction of which could cause significant environmental effects?	☐	☐	☐	☒	☐
d) Have sufficient water supply available to serve the project from existing entitlements and resources, or require new or expanded water supply resources or entitlements?	☐	☐	☒	☐	☐
e) Result in a determination by the wastewater treatment provider that would serve the project that it has inadequate capacity to serve the project's projected demand in addition to the provider's existing commitments?	☐	☐	☒	☐	☐
f) Be served by a landfill with sufficient permitted capacity to accommodate the project's solid waste disposal needs?	☐	☐	☒	☐	☐
g) Comply with federal, state, and local statutes and regulations related to solid waste?	☐	☐	☐	☒	☐

The project site is served by existing utilities and public services including wastewater collection and transfer, stormwater drainage, solid waste collection and disposal, police and fire services, and power, water, and communication facilities. The project would increase demand for and use of public services and utilities on the site and would add to cumulative water and energy consumption but not in excess of amounts projected by agencies responsible for management of those services and utilities.

Wastewater/Stormwater. Project-related wastewater and stormwater would flow to the City's combined stormwater and sewer system and would be treated to standards contained in the City's National Pollutant Discharge Elimination System (NPDES) Permit for the Southeast Water Pollution Control Plant prior to discharge into the Bay. Because the NPDES standards are set and regulated by the Bay Area Regional Water Quality Control Board (RWQCB), the project would not conflict with RWQCB requirements. The project would not require substantial expansion of wastewater/stormwater treatment facilities or an extension of a sewer trunk line as the site is currently served by existing facilities. As no new wastewater/stormwater infrastructure would be required to serve the project, no significant impact would result from new construction. This topic will not be discussed in the EIR.

Water. All proposed large-size projects in California subject to CEQA are required to obtain an assessment from a regional or local jurisdiction water agency to determine the availability of a long-term water supply sufficient to satisfy project-generated water demand under Senate Bill 610 and Senate Bill 221.[40] In May 2002, the San Francisco Public Utilities Commission (SFPUC) adopted a resolution finding that the SFPUC's Urban Water Management Plan (UWMP) adequately fulfills the requirements of the water assessment for water quality and wastewater treatment and capacity as long as a project is covered by the demand projections identified in the UWMP, which includes all known or expected development projects and projected development in San Francisco at that time through 2020. The UWMP uses growth projections prepared by the Planning Department and ABAG to estimate future water demand for the area, and as discussed under Item 3, Population and Housing, on p. 30, the project would be within the projected population growth for the City of San Francisco. Therefore, the project would not exceed the UWMP's water supply projections. No additional construction of water supply infrastructure would be required to serve the project or cumulative development. Thus, the project would not have a significant impact on water supply and this topic will not be discussed in the EIR.

Solid Waste. Solid waste generated in San Francisco is transported to and disposed of at the Altamont Landfill. The landfill has a permitted peak maximum daily disposal of 11,150 tons per day and is currently operating at approximately 4,000 to 5,000 tons per day. The Altamont Landfill is expected to remain operational for 20 or more years, and has current plans to increase capacity by adding 250 additional acres of fill area.

Recycling, composting, and waste reduction efforts are expected to increasingly divert waste from the landfill. The City Board of Supervisors adopted a plan in 2002 to recycle 75 percent of annual wastes generated by 2010. The project's residents and commercial occupants would be expected to participate in the City's recycling and composting programs and other efforts to reduce the solid waste disposal stream. With the City's increase in recycling efforts and the Altamont Landfill expansion, the City's solid waste disposal demand could be met through at least 2026. Given the existing and anticipated increase in solid waste recycling and the proposed landfill expansion in size and capacity, the impacts on solid waste facilities from the project would be less than significant. This topic will not be discussed in the EIR.

---

[40] California Department of Water Resources (2003). *Guidebook for Implementation of Senate Bill 610 and Senate Bill 221 of 2001.* Accessed at www.owue.water.ca.gov/Guidebook_101003.pdf, on January 4, 2007.

Cumulative Utilities and Service Systems Impacts. Cumulative development in the project area, including the proposed 900 Folsom Street Project and the Eastern Neighborhoods Rezoning, would increase demand on utilities and service systems. Given that existing service management plans address anticipated growth in the region, the project would not have a significant cumulative effect on utility service provision or facilities. This topic will not be addressed in the EIR.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporation*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
11. **PUBLIC SERVICES— Would the project:**					
a) Result in substantial adverse physical impacts associated with the provision of, or the need for, new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for any public services such as fire protection, police protection, schools, parks, or other services?	☐	☐	☒	☐	☐

Police Protection Services. Development of the project would bring new residential and retail uses to the project area. This increased intensity of uses could potentially increase the service calls to the San Francisco Police Department (SFPD) and could require increased crime prevention activities and additional policing of the project area. The project site is in the Southern Metro jurisdiction of the SFPD. The closest police station is the Southern Station at 850 Bryant Street, approximately 0.4 miles from the project site. The Mayor's *Proposed 2008-2009 Budget* includes an eight percent funding increase for policing services, including the hiring of up to 130 additional police officers.[41] Given staffing and funding increases, the SFPD has sufficient resources to accommodate a project of this size. With the planned increases in citywide personnel, the Southern Station would be able to provide the necessary police services and crime prevention programs for the project area. No new stations are proposed in the project vicinity. Hence, the project would have no significant impact on the need for new policing facilities. This topic will not be discussed in the EIR.

Fire Protection Services. The project would increase the demand for fire protection services within the project area. The project area is served by Stations 1, 8, and 35, by Battalion Chief B3, and by Rescue 1 of the San Francisco Fire Department (SFFD). Traffic delays and added call volume may result due to cumulative development in the project area; however, the SFFD is able to minimize potential impacts by shifting primary response duties to other nearby stations.

---

[41] Newsom, Gavin, City and County of San Francisco. *Mayor's Proposed Budget 2008-2009.* Accessed online at http://www.sfgov.org/site/uploadedfiles/mayor/policy/0809_BUDGETBOOK_06-1-08_5pm.pdf, on June 5, 2008.

By replacing the existing office/gallery uses with more intense retail/residential uses, the number of calls for services from the project site would be expected to increase. However, the increases would be incremental, funded largely through project-related increases to the City's tax base, and would not likely be substantial in light of the existing demand and capacity for fire suppression and emergency medical services in the City. The project would be required to comply with all regulations of the 2001 California Fire Code, which establishes requirements pertaining to fire protection systems, including the provision of state-mandated smoke alarms, fire extinguishers, appropriate building access, and emergency response notification systems. Hence, the project would not result in the need for new fire protection facilities, resulting in impacts to the physical environment. This topic will not be discussed in the EIR.

Schools. The San Francisco Unified School District (SFUSD) provides school services to the project area. Currently, the SFUSD schools nearest the project site include Bessie Carmichael (K-8), Five Keys Charter (9-12), and Mission (9-12). There are numerous schools at all levels within two miles of the project site. Both Bessie Carmichael and Mission High School are currently under capacity. The SFUSD is under capacity; in the last decade enrollment declined by about nine percent. District-wide enrollment is projected to continue its decline, approximately seven percent between 2007 and 2015.[42] However approximately 1,000 new students are likely to be added to the Bayview-Hunters Point and Mission Bay neighborhoods due to an increase in new housing in these areas. It is likely that some of these students will attend currently under-utilized schools in the SoMa neighborhood. Overall, the project is not expected to contribute to the need for new school facilities that would result in significant physical impacts. This topic will not be discussed in the EIR.

Community Facilities. The addition of residents from the project would increase the demand for libraries, community centers, and other public facilities. The San Francisco Public Library Main Branch at 100 Larkin Street is approximately 0.7 miles west of the site. The new Mission Bay Branch, which opened in 2006 at 965 Fourth Street, is approximately one mile south of the site, and the Potrero Branch at 1616 20th Street is approximately two miles south of the site. (The Potrero Branch is scheduled for renovation, to be completed by the end of 2008.) With the addition of the new Mission Bay branch, existing and new facilities would be sufficient to meet local demand generated by the project.

A variety of community centers/facilities are also available in the project vicinity. The Community Service Directory on the San Francisco Public Library website lists 315 community organizations in the SoMa neighborhood.[43] These organizations include: arts facilities and performance spaces, public gardens, youth and family centers, health services, employment offices, legal services, language and cultural centers, housing offices, programs for the elderly, crime prevention groups, museums, and other community organizations. Demand for various community services generated by the project would be distributed to various community organizations. Due to these factors, library services, community centers, and other public facilities would not be significantly affected by the project. This topic will not be discussed in the EIR.

---

[42] *San Francisco Unified School District, Capital Plan FY 2007-2017*, August 2007. Available online at http://portal.sfusd.edu/data/facilities/CAPITAL_PLAN_100107.pdf, accessed on January 17, 2008.

Cumulative Public Services Impacts. Cumulative development in the project area, including the proposed 900 Folsom Street Project and the Eastern Neighborhoods Rezoning, would increase demand for public services, but not beyond forecasted levels which public service providers have anticipated and planned for. Thus, the cumulative impact to public services would be less than significant and this issue will not be addressed in the EIR.

Topics:		*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporation*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
12.	**BIOLOGICAL RESOURCES—Would the project:**					
a)	Have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special-status species in local or regional plans, policies, or regulations, or by the California Department of Fish and Game or U.S. Fish and Wildlife Service?	☐	☐	☐	☒	☐
b)	Have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, regulations or by the California Department of Fish and Game or U.S. Fish and Wildlife Service?	☐	☐	☐	☒	☐
c)	Have a substantial adverse effect on federally protected wetlands as defined by Section 404 of the Clean Water Act (including, but not limited to, marsh, vernal pool, coastal, etc.) through direct removal, filling, hydrological interruption, or other means?	☐	☐	☐	☒	☐
d)	Interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites?	☐	☐	☐	☒	☐
e)	Conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance?	☐	☐	☐	☒	☐

---

[43] San Francisco Public Library, *San Francisco Community Services Directory.* Accessed at http://sflib1.sfpl.org:83/search/X?SEARCH=94103+or+94107+or+s%3Asouth&SORT=R&x=47&y=9, on January 15, 2008.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporation*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
f) Conflict with the provisions of an adopted Habitat Conservation Plan, Natural Community Conservation Plan, or other approved local, regional, or state habitat conservation plan?	☐	☐	☐	☐	☒

The project site is currently occupied by a warehouse and a ground-level parking lot. The parking lot is paved and does not support or provide habitat for any rare or endangered wildlife or plant species. There are no trees on the lot and no special-status bird species are known to nest in the area. There are no riparian or wetland areas on the project site. There are 13 street trees adjacent to the project site (see Figure 11, p. 28). The trees are common street trees which have grown to a height of approximately 30 feet. The trees would be removed and replaced with new tree plantings. Street trees are protected in San Francisco under Article 16 of the *Public Works Code,* which requires that a permit be obtained prior to removal. The Project Sponsor would apply for a permit and comply with any requirements set by the City. Prior to permitting, the City would require an assessment of the trees by a biologist, who would note the presence of any bird nests. Specific conditions for the treatment of bird nests would be required as a condition of the tree removal permit under Article 16. Adherence to these conditions would avoid significant impacts to any potential nesting birds.

The project vicinity is an urban environment and experiences high levels of human activities, and only common bird species are likely to nest in the area. The project would not substantially affect any rare or endangered animal or plant species or the habitat of such species, nor substantially diminish habitat for fish, wildlife or plants, or substantially interfere with the movement of migratory fish or wildlife species. Therefore, the project would have no significant impact on biological resources. This topic will not be discussed in the EIR.

Cumulative Biological Resources Impacts. Removal of any street trees in the project vicinity, which might have nesting birds, would be regulated by Article 16 of the Public Works Code, which would require relocation or replacement trees at some other location through a permit issued by DPT. Thus, cumulative effects related to street tree removal would be less than significant. Subsequently, cumulative development in the project vicinity, including the proposed 900 Folsom Street Project and Eastern Neighborhoods Rezoning, would not combine with the project to impact biological resources. Thus, the proposed project would not have a significant cumulative impact on biological resources and this issue will not be addressed in the EIR.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
13. GEOLOGY AND SOILS—Would the project:					
a) Expose people or structures to potential substantial adverse effects, including the risk of loss, injury, or death involving:					
i) Rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault? (Refer to Division of Mines and Geology Special Publication 42.)	☐	☐	☐	☒	☐
ii) Strong seismic ground shaking?	☐	☐	☒	☐	☐
iii) Seismic-related ground failure, including liquefaction?	☐	☐	☒	☐	☐
iv) Landslides?	☐	☐	☐	☒	☐
b) Result in substantial soil erosion or the loss of topsoil?	☐	☐	☒	☐	☐
c) Be located on geologic unit or soil that is unstable, or that would become unstable as a result of the project, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction, or collapse?	☐	☐	☒	☐	☐
d) Be located on expansive soil, as defined in Table 18-1-B of the Uniform Building Code, creating substantial risks to life or property?	☐	☐	☐	☐	☒
e) Have soils incapable of adequately supporting the use of septic tanks or alternative wastewater disposal systems where sewers are not available for the disposal of wastewater?	☐	☐	☐	☐	☒
f) Change substantially the topography or any unique geologic or physical features of the site?	☐	☐	☒	☐	☐

Seismic and Geologic Hazards. A geotechnical report was prepared for the project by a California-licensed geotechnical engineer in November 2007.[44] The report identified surface and subsurface conditions, and made recommendations for construction of features and project design to reduce hazards on site. Report recommendations include site preparation and grading, groundwater, shoring and underpinning, and pile foundations. The Project Sponsor has agreed to follow the recommendations of this report in constructing the project.

In reviewing the final building plans, the DBI refers to a variety of information sources to determine existing hazards and assess requirements for development. Sources reviewed include maps of Special Geologic Study Areas and known landslide areas in San Francisco as well as the building inspector's working knowledge of areas of special geologic concern. During the DBI's review of building permits for the site, they would require the preparation of an updated geotechnical report. In addition, the DBI could require that additional site-specific soils report(s) be prepared in conjunction with permit applications, as needed. Potential damage to structures from geologic hazards would be mitigated through the DBI review of the building permit application and implementation of the *Building Code*. In view of the above discussion, the proposed project would not have a significant effect related to geologic hazards. This topic will not be addressed in the EIR.

---

[44] Treadwell & Rollo, *Geotechnical Investigation, 260 5th Street San Francisco, California.* November 2, 2007. This report is available for review by appointment at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2007.0690E.

Erosion. Because the Project Sponsor is required to implement construction Best Management Practices listed on the Stormwater Pollution Prevention Program "Checklist for Construction Requirements," implementation of erosion and sedimentation control measures, as required by the City and/or resource agencies, would minimize short-term construction-related erosion impacts to a less-than-significant level. This topic will not be discussed in the EIR.

Stability. The Community Safety Element of the *San Francisco General Plan* contains maps that show areas subject to geologic hazards. The project site is located in an area subject to groundshaking from earthquakes along the San Andreas and Northern Hayward Faults and other faults in the San Francisco Bay Area (Maps 2 and 3 in the Community Safety Element), but no major faults are located within one mile of the subject property. The project site is also within an area of liquefaction potential (Map 4 in the Community Safety Element), a Seismic Hazards Study Zone designated by the California Division of Mines and Geology. In San Francisco, unengineered artificial fill was used during the mid-19th century to reclaim property from the Bay. Natural drainages and tidal flats were also reclaimed with artificial fill, including those in the China Basin area in which the project site is located. Based on subsurface investigations, the soil beneath the site consists of (from top to bottom) fill, dune sand, marsh deposits, and dense sands.[45] Groundwater was measured at 13.2 feet below ground surface (bgs), which corresponds to an elevation of approximately 3.2 feet.

As discussed above, the project is located on geologic units that are subject to groundshaking and liquefaction. However, implementation of the recommendations in the geotechnical report and DBI requirements would ensure that the project would not have a significant effect related to geologic hazards. This topic will not be addressed in the EIR.

Expansive Soils. Based on the geotechnical report, there are no expansive soils on the site. Therefore, this criterion is not applicable to the proposed project, and this topic will not be addressed in the EIR.

---

[45] Treadwell & Rollo, *Geotechnical Investigation, 260 5th Street San Francisco, California.* November 2, 2007. This report is available for review by appointment at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2007.0690E.

Septic Tanks. The proposed project would not implement septic systems. Therefore, this criterion is not applicable to the proposed project, and this topic will not be addressed in the EIR.

Topography. The project site is generally flat. The project would require excavation to a depth of approximately 10 feet (for the proposed below-grade parking). The project would remove approximately 10,250 cubic yards of soil. This excavation would not have a substantial effect on the topography of the project site. This topic will not be discussed in the EIR.

Cumulative Geologic and Soil Impacts. Geology impacts are generally site-specific and do not have cumulative effects with other projects. Cumulative development, including the proposed 900 Folsom Street Project and development under the Eastern Neighborhoods rezoning, would be subject to the same design review and safety measures as the proposed project. These measures would render the geologic effects of cumulative projects to less-than-significant levels. Thus, the project would not have a significant impact on geology or soil resources, nor would the project contribute to any significant cumulative effects on geology or soils. This topic will not be addressed in the EIR.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporation*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
14. HYDROLOGY AND WATER QUALITY— Would the project:					
a) Violate any water quality standards or waste discharge requirements?	☐	☐	☐	☒	☐
b) Substantially deplete groundwater supplies or interfere substantially with groundwater recharge such that there would be a net deficit in aquifer volume or a lowering of the local groundwater table level (e.g., the production rate of pre-existing nearby wells would drop to a level which would not support existing land uses or planned uses for which permits have been granted)?	☐	☐	☐	☒	☐
c) Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, in a manner that would result in substantial erosion of siltation on- or off-site?	☐	☐	☒	☐	☐
d) Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, or substantially increase the rate or amount of surface runoff in a manner that would result in flooding on- or off-site?	☐	☐	☒	☐	☐
e) Create or contribute runoff water which would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff?	☐	☐	☒	☐	☐
f) Otherwise substantially degrade water quality?	☐	☐	☒	☐	☐

Topics:	Potentially Significant Impact	Less Than Significant with Mitigation Incorporation	Less Than Significant Impact	No Impact	Not Applicable
g) Place housing within a 100-year flood hazard area as mapped on a federal Flood Hazard Boundary or Flood Insurance Rate Map or other authoritative flood hazard delineation map?	☐	☐	☐	☐	☒
h) Place within a 100-year flood hazard area structures that would impede or redirect flood flows?	☐	☐	☐	☐	☒
i) Expose people or structures to a significant risk of loss, injury or death involving flooding, including flooding as a result of the failure of a levee or dam?	☐	☐	☐	☒	☐
j) Expose people or structures to a significant risk of loss, injury or death involving inundation by seiche, tsunami, or mudflow?	☐	☐	☐	☒	☐

Drainage. The project would involve demolition of the existing warehouse and construct a residential and retail development on site. An existing building and paved parking lot occupy the project site and as such the project site is currently impervious. The project would reduce impervious area on the site. The project would have a landscaped common area behind the buildings and it is contemplated that the buildings may have vegetated roofs. A reduction in impervious area associated with the landscaping and vegetated roofs would result in a reduced rate of flow and net volume of stormwater runoff from the site. Thus, these effects on the drainage characteristics would not be considered adverse impacts. This topic will not be addressed in the EIR.

Water Quality. Based on the geotechnical investigation report, groundwater beneath the project site is approximately 13 feet below the ground surface. Since the maximum depth of excavation proposed for the project is 10 feet, groundwater may be encountered on site and dewatering may be required. Any groundwater encountered during construction of the proposed project would be subject to requirements of the City's Industrial Waste Ordinance (Ordinance Number 199 77), requiring that groundwater meet specified water quality standards before it may be discharged into the sewer system. The Bureau of Systems Planning, Environment and Compliance of the San Francisco Public Utilities Commission must be notified of projects necessitating dewatering, and may require water analysis before discharge. Should dewatering be necessary, the final soils report would address the potential settlement and subsidence impacts of this dewatering. Based upon this analysis, the report would contain a determination as to whether or not a lateral movement and settlement survey should be done to monitor any movement or settlement of surrounding buildings and adjacent streets. If a monitoring survey is recommended, the DPW would require that a Special Inspector (as defined in Article 3 of the *Building Code*) be retained by the Project Sponsor to perform this monitoring. These measures would ensure protection of water quality during construction of the proposed project. Therefore, groundwater resources would not be substantially degraded or depleted, and the project would not substantially interfere with groundwater recharge.

Any exposure of soil during site preparation would occur below street grade, and since the project site is relatively level, there would be low potential for flooding, erosion, or siltation resulting from the project. Therefore, the project would not substantially degrade the public water supply or groundwater quality, or cause substantial flooding, erosion, or siltation. Thus, the project would not result in a significant effect on water quality, and this topic will not be addressed in the EIR.

Flood Hazard. The site is not within a flood hazard area as mapped on federal Flood Hazard Boundary or Flood Insurance Rate Maps. The site is not subject to flooding by failure of a levee or dam, and thus flood hazards would have no significant impact. This topic will not be addressed in the EIR.

Seiche, Tsunami, Mudflow. The site is not on the San Francisco 20-foot Tsunami Runup Map, so no significant tsunami hazard exists at the site. A seiche is an oscillation of a water body, such as a bay, which may cause local flooding. A seiche may occur on the San Francisco Bay due to seismic or atmospheric activity. However, based on the historical record, seiches are rare and there is no significant seiche hazard at the site. There is no mudslide hazard at the project site because the site and vicinity are fully-developed with no erosion-prone slopes. Thus, there would be no significant impacts associated with seiche, tsunami or mudflow. This topic will not be addressed in the EIR.

Cumulative Hydrology Impacts. The proposed project would have not have a significant impact on water quality standards, groundwater, drainage, or runoff and thus would not contribute to cumulative impacts in these areas. Similarly, the project would reduce impervious surfaces and therefore would not contribute to any potential cumulative stormwater impacts. Flood and inundation hazards are site-specific and thus the proposed project would have no cumulative impact. However, cumulative development in the project area, including the 900 Folsom Street Project and development under the Eastern Neighborhoods Rezoning, could result in intensified uses and a cumulative increase in wastewater generation. The San Francisco Public Utilities Commission, which provides wastewater treatment in the City, has accounted for such growth in its service projections. Thus, the project would not have a significant impact on hydrology or water quality, nor would the project contribute to any potential significant cumulative impacts on hydrology or water quality. This topic will not be addressed in the EIR.

The project site is not located within an airport land use plan area or in the vicinity of a public or private airstrip. As such, these issues are not discussed in detail below.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
15. HAZARDS AND HAZARDOUS MATERIALS **Would the project:**					
a) Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials?	☐	☐	☒	☐	☐
b) Create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment?	☐	☐	☐	☒	☐
c) Emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school?	☐	☐	☒	☐	☐
d) Be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, would it create a significant hazard to the public or the environment?	☐	☐	☒	☐	☐
e) For a project located within an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, would the project result in a safety hazard for people residing or working in the project area?	☐	☐	☐	☐	☒
f) For a project within the vicinity of a private airstrip, would the project result in a safety hazard for people residing or working in the project area?	☐	☐	☐	☐	☒
g) Impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan?	☐	☐	☐	☒	☐
h) Expose people or structures to a significant risk of loss, injury or death involving fires?	☐	☐	☐	☒	☐

Hazardous Materials Use. The project would involve the development of up to 175 residential units with retail use, open space, and parking spaces, which would result in the use of relatively small quantities of hazardous materials for routine purposes. The development would likely handle common types of hazardous materials, such as cleaners and disinfectants. These commercial products are labeled to inform users of potential risks and to instruct them in appropriate handling procedures. Most of these materials are consumed through use, resulting in relatively little waste. Businesses are required by law to ensure employee safety by identifying hazardous materials in the workplace, providing safety information to workers who handle hazardous materials, and adequately training workers. For these reasons, hazardous materials used during project operation would not pose any substantial public health or safety hazards related to hazardous materials. Thus, there would be no significant impact from hazardous materials use and this topic will not be addressed in the EIR.

Underground Storage Tanks (USTs). A Phase I Environmental Site Assessment (ESA) was prepared for the project site in April 2007 by AEI Consultants.[46] To assess potential contamination for surrounding or nearby sites, the Phase I ESA included a search of standard regulatory agency databases and identified 116 Leaking Underground Storage Tanks (LUSTs) within 0.5 miles of the subject property, and then narrowed the search to nine LUSTs within 0.125 miles of the site. The ESA concluded that based on the relative distance, the regulatory status, and/or the inferred direction of groundwater flow, the nine LUSTs are not expected to represent a significant environmental concern to the project. Thus, there would be no significant impact from USTs and this topic will not be addressed in the EIR.

Soil and Groundwater. The Phase I ESA lists current and past operations, reviews environmental agency databases and records, identifies site reconnaissance observations, and summarizes potential contamination issues at the project site. The report concluded that there are no hazardous substances or petroleum products on the property from current or historical uses. As the Phase I ESA report did not identify potential soil and groundwater effects resulting from past and existing uses, impacts from contamination would be considered less than significant. This topic will not be addressed in the EIR.

Asbestos. The warehouse at the project site was constructed in 1923. Due to its age, asbestos-containing materials may be found within the existing structure that would be demolished as part of the project. Section 19827.5 of the California Health and Safety Code, adopted January 1, 1991, requires that local agencies not issue demolition or alteration permits until an applicant has demonstrated compliance with notification requirements under applicable federal regulations regarding hazardous air pollutants, including asbestos. The BAAQMD, vested by the California legislature with authority to regulate airborne pollutants, including asbestos, through both inspection and law enforcement is to be notified ten days in advance of any proposed demolition or abatement work in accordance with State regulations.

BAAQMD notification includes: listing the names and addresses of operations and persons responsible; description and location of the structure to be demolished/altered including size, age, and prior use, and the approximate amount of friable asbestos; scheduled starting and completion dates of demolition or abatement; nature of planned work and methods to be employed; procedures to be employed to meet BAAQMD requirements; and the name and location of the waste disposal site to be used. The BAAQMD randomly inspects asbestos removal operations and will inspect any removal operation upon which a complaint has been received.

---

[46] AEI Consultants, *Phase One Environmental Site Assessment 232-260 5th Street, 401 Tehama Street & 400-432, San Francisco, California.* April 27, 2007. This report is available for review by appointment at the Planning Department, 1650 Mission Street, Suite 400, as part of Case No. 2007.0690E.

The local office of the state Occupational Safety and Health Administration (OSHA) must be notified of asbestos abatement activities. Asbestos abatement contractors must follow state regulations contained in 8CCR1529 and 8CCR341.6 through 341.14 where there is asbestos-related work involving 100 square feet or more of asbestos containing material. Asbestos removal contractors must be certified as such by the Contractors Licensing Board of the State of California. The owner of the property where abatement is to occur must have a Hazardous Waste Generator Number assigned by and registered with the Office of the California Department of Health Services in Sacramento. The contractor and hauler of the material are required to file a Hazardous Waste Manifest which details the hauling of the material from the site and the disposal of it. Pursuant to California law, the DBI would not issue the demolition permit until the Project Sponsor has complied with the notice requirements described above.

These regulations and procedures, already established as a part of the permit review process, would ensure that there would be no significant impacts from asbestos on the project site. This topic will not be addressed in the EIR.

Lead-Based Paint. Due to the age of the warehouse on site, there is a potential that lead-based paint is present and may be found within the existing structure that would be demolished as part of the project. Demolitions and alterations must comply with Chapter 36 of the San Francisco Building Code, Work Practices for Exterior Lead-Based Paint. Where there is any work that may disturb or remove lead-based paint on the exterior of any building built prior to December 31, 1978, Chapter 36 requires specific notification and work standards, and identifies prohibited work methods and penalties.

Chapter 36 applies to buildings or steel structures on which original construction was completed prior to 1979 (which are assumed to have lead-based paint on their surfaces), where more than a total of 10 square feet of lead-based paint would be disturbed or removed. The ordinance contains performance standards, including establishment of containment barriers, at least as effective at protecting human health and the environment as those in the US Department of Housing and Urban Development Guidelines (the most recent guidelines for Evaluation and Control of Lead-Based Paint Hazards) and identifies prohibited practices that may not be used in disturbance or removal of lead-based paint. Any person performing work subject to the ordinance shall make all reasonable efforts to prevent migration of lead paint contaminants beyond containment barriers during the course of the work, and any person performing regulated work shall make all reasonable efforts to remove all visible lead paint contaminants from all regulated areas of the property prior to completion of the work.

The ordinance also includes notification requirements, contents of notice, and requirements for signs. Notification includes notifying bidders for the work of any paint-inspection reports verifying the presence or absence of lead-based paint in the regulated area of the project. Prior to commencement of work, the responsible party must provide written notice to the Director of the DBI: of the location of the project; the nature and approximate square footage of the painted surface being disturbed and/or removed; the anticipated start and completion dates for the work; whether the responsible party has reason to know or presume that lead-based paint is present; whether the building is residential or nonresidential, owner-occupied, or rental property and the approximate number of dwelling units, if any; the dates by which the responsible party has or will fulfill any tenant or adjacent property notification requirements; and the name, address, telephone number, and pager number of the party who will perform the work. (Further notice requirements include Sign When Containment is Required, Notice by Landlord, Required Notice to Tenants, Availability of Pamphlet related to protection from lead in the home, Notice by Contractor, Early Commencement of Work [by Owner, Requested by Tenant], and Notice of Lead Contaminated Dust or Soil, if applicable.) The ordinance contains provisions regarding inspection and sampling for compliance by DBI, and enforcement, and describes penalties for non-compliance with the requirements of the ordinance. Compliance with these San Francisco Building Code regulations and procedures would ensure that there would be no significant impacts from demolition of portions of the existing building containing lead-based paint. This topic will not be addressed in the EIR.

Fire Safety and Emergency Access. San Francisco ensures fire safety and emergency accessibility within new and existing developments through provisions of its Building and Fire Codes.[47] The project would conform to these standards, which may include development of an emergency procedure manual and an exit drill plan for the proposed development. Potential fire hazards (including those associated with hydrant water pressure and blocking of emergency access points) would be addressed during the permit review process. Conformance with these standards would ensure appropriate life safety protections for the residential structures. Consequently, the project would not create a substantial fire hazard nor interfere with emergency access plans. Thus, there would be no significant impact on fire safety and emergency access and this topic will not be addressed in the EIR.

---

[47] The proposed project would not be considered a "high rise" as defined by *Building Code* Chapter 2, Section 202, because its top floor would be less than 75 feet high.

Cumulative Hazards. Impacts from hazards are generally site-specific, and do not result in cumulative impacts. Any hazards at the site of the proposed 900 Folsom Street Project would be subject to the same safety requirements discussed above, which would reduce any hazard to less than significant. If the Eastern Neighborhoods Rezoning were approved, intensified activities in the project area would result in increased demand for fire safety and emergency services. These future demands have been accounted for in the City's projections for growth, and thus the proposed project would not have a cumulatively significant impact on these resources. The project would not have a significant impact on hazardous material conditions on the project site or vicinity, nor would the project contribute to any potential significant effects. This topic will not be addressed in the EIR.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
16. MINERAL AND ENERGY RESOURCES—Would the project:					
a) Result in the loss of availability of a known mineral resource that would be of value to the region and the residents of the state?	☐	☐	☐	☐	☒
b) Result in the loss of availability of a locally-important mineral resource recovery site delineated on a local *General Plan*, specific plan or other land use plan?	☐	☐	☐	☐	☒
c) Encourage activities which result in the use of large amounts of fuel, water, or energy, or use these in a wasteful manner?	☐	☐	☒	☐	☐

All land in San Francisco, including the project site, is designated Mineral Resource Zone 4 (MRZ-4) by the California Division of Mines and Geology (CDMG) under the Surface Mining and Reclamation Act of 1975 (CDMG, Open File Report 96-03 and Special Report 146 Parts I and II). This designation indicates that there is not adequate information available for assignment to any other MRZ and thus the site is not a designated area of significant mineral deposits. However, since the project site is already developed, future evaluation or designation of the site would not affect or be affected by the project. There are no operation mineral resource recovery sites in the project vicinity whose operations or accessibility would be affected by the construction or operation of the project.

Mineral Resources. No known mineral deposits exist at the project site. Thus, the project would not result in the loss of availability of a locally- or regionally-important mineral resource. Thus, there would be no significant impact on mineral resources and this topic will not be addressed in the EIR.

Energy. The project would meet current state and local codes concerning energy consumption, including Title 24 of the California Code of Regulation enforced by the DBI. In addition, the project would meet LEED Gold standards for energy efficient design. A study of buildings in the U.S. Department of Energy's Commercial Buildings Energy Consumption Survey (CBECS) database found that LEED buildings are, on average, 25 percent to 30 percent more energy-efficient than non-LEED buildings.[48] Other than natural gas and coal fuel used to generate the electricity for the project, the project would not have a substantial effect on the use, extraction, or depletion of a natural resource.

San Francisco's 2002 *Electricity Resource Plan* discusses sources for electricity and projected citywide demand.[49] The Pacific Gas & Electricity peak load forecast is approximately 1200 megawatts, while the available capacity is over 1700 megawatts. The City plans to reduce consumption by 107 megawatts by 2012 through various energy efficiency strategies. Any new developments, including the project, would be expected to conform to new City policies designed to reduce energy consumption. While the project would increase new demand for electricity services, the project-generated demand for electricity would be negligible in the context of the overall consumer demand in San Francisco and the state. Therefore, the project would not, in and of itself, generate a significant demand for energy and a major expansion of power facilities. For this reason, the project would not cause a wasteful use of energy and would not have a significant effect on natural resources. This topic will not be addressed in the EIR.

Cumulative Mineral and Energy Resources. As described above, no known minerals exist at the project site, and therefore, the project would not contribute to any cumulative impact on mineral resources. San Francisco consumers have recently experienced rising energy costs and uncertainties regarding the supply of electricity. The root causes of these conditions are under investigation and are the subject of much debate. Part of the problem may be that the state does not generate sufficient energy to meet its demand and must import energy from outside sources. Another part of the problem may be the lack of cost controls as a result of deregulation. The California Energy Commission (CEC) is currently considering applications for the development of new power-generating facilities in San Francisco, the Bay Area, and elsewhere in the state. These facilities could supply additional energy to the power supply

---

[48] Environmental Building News, Nadav Malin, *LEED Delivers on Predicted Energy Savings*, December 2007. Available at http://www.buildinggreen.com/auth/article.cfm?fileName=161201b.xml, accessed on January 7, 2008.

[49] San Francisco Public Utilities Commission and San Francisco Department of the Environment. *The Electricity Resource Plan*, 2002. Accessed at: http://sfwater.org/detail.cfm/MC_ID/12/MSC_ID/138/MTO_ID239/C_ID/1346, on January 15, 2008.

"grid" within the next few years. These efforts, together with conservation, will be part of the statewide effort to achieve energy sufficiency. The project-generated demand for electricity would be negligible in the context of overall demand within San Francisco and the State, and would not in and of itself require a major expansion of power facilities. Therefore, the energy demand associated with the project would not result in a significant physical environmental effect or contribute to a cumulative impact.

Topics:		*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
17.	**AGRICULTURE RESOURCES** In determining whether impacts to agricultural resources are significant environmental effects, lead agencies may refer to the California Agricultural Land Evaluation and Site Assessment Model (1997) prepared by the California Department of Conservation as an optional model to use in assessing impacts on agriculture and farmland. **Would the project:**					
a)	Convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance, as shown on the maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to non-agricultural use?	☐	☐	☐	☐	☒
b)	Conflict with existing zoning for agricultural use, or a Williamson Act contract?	☐	☐	☐	☐	☒
c)	Involve other changes in the existing environment which, due to their location or nature, could result in conversion of Farmland of Statewide Importance, to non-agricultural use?	☐	☐	☐	☐	☒

The project site is located in San Francisco, an urban area, and therefore not agricultural in nature. The California Department of Conservation designates no land within the City boundaries as Williamson Act properties or important farmland.[50] The proposed project would not convert farmland to a non-agricultural use, would not conflict with agricultural zoning or Williamson Act contracts, nor cause other changes that would lead to the conversion of Farmlands of Statewide Importance to nonagricultural use. Therefore, the proposed project would not result in a significant project-specific or cumulative effect on agricultural resources. This topic will not be addressed in the EIR.

---

[50] San Francisco is identified as "Urban and Built Up Land" on the California Department of Conservation *Important Farmland of California Map,* 2002. This map is available for viewing on-line at the Department of Conservation website at http://www.consrv.ca.gov/DLRP/fmmp/images/fmmp2004_11_17.pdf, accessed February 15, 2007.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporation*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
18. **MANDATORY FINDINGS OF SIGNIFICANCE—Would the project:**					
a) Have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or prehistory?	☒	☐	☐	☐	☐
b) Have impacts that would be individually limited, but cumulatively considerable? ("Cumulatively considerable" means that the incremental effects of a project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects.)	☒	☐	☐	☐	☐
c) Have environmental effects that would cause substantial adverse effects on human beings, either directly or indirectly?	☐	☐	☒	☐	☐

As discussed in the above text, the project could have potentially significant impacts on cumulative land use, cultural and paleontological resources, and transportation. These issues will be discussed in the EIR. The foregoing analysis also identifies potentially significant impacts to construction air quality, which would be mitigated through implementation of Mitigation Measure 1, described in Section F, below.

F. MITIGATION MEASURES AND IMPROVEMENT MEASURES

The following mitigation measure would be necessary to reduce the potential impacts of the project and has been agreed to by the Project Sponsor.

Mitigation Measure 1: Construction Air Quality

The Project Sponsor shall require the contractor(s) to spray the site with water during demolition, excavation, and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soils, sand, or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day to reduce particulate emissions.

Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the Project Sponsor shall require the contractor(s) to obtain reclaimed water from the Clean Water Program for this purpose. The Project Sponsor shall require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and to implement specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

G. DETERMINATION

On the basis of this initial study:

☐ I find that the project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared.

☐ I find that although the project could have a significant effect on the environment, there will not be a significant effect in this case because revisions in the project have been made by or agreed to by the project proponent. A MITIGATED NEGATIVE DECLARATION will be prepared.

☒ I find that the project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

☐ I find that the project MAY have a "potentially significant impact" or "potentially significant unless mitigated" impact on the environment, but at least one effect 1) has been adequately analyzed in an earlier document pursuant to applicable legal standards, and 2) has been addressed by mitigation measures based on the earlier analysis as described on attached sheets. An ENVIRONMENTAL IMPACT REPORT is required, but it must analyze only the effects that remain to be addressed.

☐ I find that although the project could have a significant effect on the environment, because all potentially significant effects (a) have been analyzed adequately in an earlier EIR or NEGATIVE DECLARATION pursuant to applicable standards, and (b) have been avoided or mitigated pursuant to that earlier EIR or NEGATIVE DECLARATION, including revisions or mitigation measures that are imposed upon the project, no further environmental documentation is required.

Bill Wycko
Acting Environmental Review Officer
for
John Rahaim
Director of Planning

DATE June 10, 2008

H. INITIAL STUDY AUTHORS, CONSULTANTS, AND PROJECT SPONSOR TEAM

INITIAL STUDY AUTHORS

Planning Department, City and County of San Francisco
Major Environmental Analysis
1650 Mission Street, Suite 400
San Francisco, CA 94103
    Acting Environmental Review Officer: Bill Wycko
    EIR Supervisor: Lisa Gibson
    EIR Coordinator: Brett Bollinger
    Transportation Planner: Pat Siefers
    Preservation Technical Specialist: Mark Luellen
    Archeologist: Randall Dean

INITIAL STUDY CONSULTANTS

PBS&J
353 Sacramento Street, Suite 1000
San Francisco, CA 94111
    Michael Rice, Project Director
    Melissa Duncan, Project Manager
    Tom Ekman, Deputy Project Manager
    Jackie Ha, Word Processing and Graphics

CHS Consulting Group (Transportation)
130 Sutter Street, Suite 468
San Francisco, CA 94104
    Chi-Hsin Shao
    Patty Liao

PROJECT SPONSOR

Avant Housing c/o AGI Capital
100 Bush Street, 22nd Floor
San Francisco, CA 94104
    Eric Tao
    Jesse Herzog

PLACE
POSTAGE
HERE

Brett Bollinger
San Francisco Planning Department
Major Environmental Analysis Division
1650 Mission Street, Suite 400
San Francisco, CA 94103

PLEASE CUT ALONG DOTTED LINES

PLEASE RETURN THIS POSTCARD TO REQUEST A COPY OF THE FINAL ENVIRONMENTAL IMPACT REPORT

(NOTE THAT THE DRAFT EIR PLUS THE COMMENTS AND RESPONSES DOCUMENT CONSTITUTE THE FINAL EIR)

REQUEST FOR FINAL ENVIRONMENTAL IMPACT REPORT
Planning Department Case No. 2007.0347E, 260 5th Street Project
Draft Environmental Impact Report

Check one box: ☐ Please send me a copy of the Final EIR on CD-ROM.
☐ Please send me a paper copy of the Final EIR.

Signed: ______________________________

Name: ______________________________

Street: ______________________________

City: ____________________ State: ______ Zip: _______